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The Lazaretto : The Cultural Significance and Preservation Plan in the Burra Charter

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Presented to the Faculties of the University of Pennsylvania in Partial Fulfillment for the Requirements of the Degree of Master of Science in Historic Preservation 2005.

Advisor: David Hollenberg

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Disciplines

Historic Preservation and Conservation

Comments

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ACKNOWLEDGMENTS

I am most grateful to my advisor, David Hollenberg, for his patient and continuing support. Without his motivation, persistence, dedication, and care this work would have not been fully realized. He went above and beyond the call of duty for me and for that I am forever indebted. Thanks to Bill Bolger, my reader, for introducing me to the Lazaretto, keeping me actively involved in the site, and instilling me with the passion for its preservation. Randy Mason, Associate Professor of Architecture at the University of Pennsylvania, inspired me to apply the Burra Charter while his tools and wisdom helped guide the process. The staff at the National Park Service, such as Bolger, Bill Brookover, Sabra Smith, and Jennifer Gates, historic architect John Milner, and historian Larry Tise donated their time, physical strength and agility, and personal talents to document several structures on the Lazaretto property. Kathy Wandersee at the Delaware County Planning Department graciously provided pertinent information, without which this work would be incomplete. Randy Cotton at the Preservation Alliance for Greater Philadelphia took time to answer many of my questions and to share essential materials with me. Peter Primavera of Heritage Resource Consulting Group kick-started my interest in the site, helped me to realize the importance of the work I could do, and supplied me with information from his files. Thanks to Jeff Cohen for his help getting me access to vital records and the watercolor at the Atwater Kent Museum of Philadelphia Archives. Guy Robbins, director at the Millville Army Air Field Museum, generously allowed me to spend hours digging through their exhibit and archives and use their services to reproduce numerous files. Bill Moller, President of the Tinicum Township Historical Society, allowed me to sit in on a board meeting and entertained many questions I had regarding the site. Great and many thanks to Tinicum Township Manager Norbert Poloncarz who has gone out of his way to open the Lazaretto for examination, answer dozens of my questions on dozens of occasions, and provide me with vital information the Township has on record.

And finally, most special thanks to my father Rick Sell, stepfather Dr. Pasquale Fucci, mother Kathryn Fucci, stepmother Joann Sell, and grandmother Marjorie Sell for their constant support, encouragement, and financial backing without which I may never have come this far.

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CHAPTER ONE

INTRODUCTION

“For the plague there is a house. . . two miles from Venice, called the *Lazaretto*. ”¹

“First, by substituting in lieu of the existing health laws (which are voluminous ambiguous and ineffectual) an energetic law for the regulation of quarantine, the erection of a lazaretto and of magazines for the reception and purification of cargoes, in a situation more secure and remote from the city.”²

Driving along Interstate 95, past the developed expanse of the Philadelphia International Airport on the east and the swampy marshes of the John Heinz National Wildlife Reserve to the west, most may never realize that one of our nation’s most significant historic resources rests alongside the riverfront (see figures 1-7). Although the landscape and some buildings remain, time is taking its toll on their stability. Stories woven into the history of our nation have begun at this place, and it is imperative that it be preserved in order study the past, learn about the present, and plan for the future.

Nestled along the banks of the Delaware River, in the small, industrial town of Essington, of Tinicum Township, Pennsylvania, sits one of America’s first quarantine stations, one of the last surviving examples of a quarantine station on the east coast and perhaps the nation. Commissioned and built by the Pennsylvania Board of Health in 1799, in response to the yellow fever epidemics of the late eighteenth century plaguing Philadelphia, the Lazaretto was strategically placed due south of the city on the banks of the Delaware River to inspect and quarantine all incoming ships, passengers, and cargo

¹ *Oxford English Dictionary*, 3rd ed., s.v. “Lazaretto.”

² Philadelphia Board of Health Minutes, 4 December 1798, Philadelphia Board of Health, 37.1, Philadelphia City Archives, Philadelphia.

attempting to enter Philadelphia and other northern ports along the river (see figures 37-41) . It was there that all immigrants, merchants, and even citizens on incoming ships were required by law to pay a fee and be quarantined for at least a day, and sometimes weeks, in order for the ship to be inspected for sick individuals, infested cargo, or bodies of passengers that had died in transit. If disease or infestation were found, fumigation and sterilization of the ship and its contents would be conducted, the sick would be treated in the hospital onsite, and the healthy would stay in tents or housing on the premises.

Quarantine stations like these were essential at almost every major seaport throughout the nineteenth and early twentieth century. Most of these are gone, and the few that remain are either severely deteriorated or date to the turn of the twentieth century. The Lazaretto, in Tinicum Township, remains in remarkably stable condition, with a high degree of integrity, retaining its unique architectural features dating to the turn of the nineteenth century, making it the oldest of its type remaining in the country. Its design and founding concepts made it a prototype, which later quarantines mimicked. It is clearly one of the most important historic structures in not only Delaware County, but also the region. What may be less clear to the casual observer, but what this thesis begins to demonstrate, is that the Lazaretto is a historic resource of national significance.³

Its national significance is enriched, like so many historic sites, by several other layers of historical significance, though none with the importance of its early nineteenth century role as a quarantine and immigration station. These other layers of significance are discussed in more detail in Chapter Three. Since about 1200 A.D., the area known as

³ Preservation Pennsylvania, Inc., "Pennsylvania At Risk 2001," *Preserving Pennsylvania* 14, no. 4 (2001): 4.

Essington in Tinicum Township was inhabited by the Okehocking tribe of the Lenni-Lenape, or Delaware, Indians. Archaeological evidence collected during Printzhof excavations has proven the existence of such Native American inhabitance.⁴ Second, there is documentation which suggests that the colony that inhabited the site now known as Governor Printz Park, a state park marking the site of seventeenth-century Swedish settlement and first seat of government in Pennsylvania, may have extended up to the adjacent site of the Lazaretto and therefore has potential to yield archeological evidence. Third, after the quarantine station closed in the late nineteenth century, the Main building and outbuildings were used by Philadelphia society's gentlemen as a resort-like country club with views of the Delaware River, a prime getaway for hunting, boating, and socializing. The property was leased to the Philadelphia Athletic Club and renamed the "Orchard Club." Fourth, at the turn of the twentieth century, a few years after the first seaplane flight in 1911, one of America's first seaplane bases, used during World War I, was established at the Lazaretto, utilizing the buildings and newly-erected corrugated metal hangars on the south lawn. In March 1972, the Main Building and six acres of the property including the Lazaretto was placed on the National Register of Historic Places. (See figure 9 for a site diagram illustrating the building names that are used throughout this thesis.)

Today, the Lazaretto is in a state of transition. At the end of its use as a seaplane base, the ten-acre complex was sold in June of 2000 by Bob Mills, son of famous aviator Frank Mills, to a private development company, Island Marine Partners L.L.C., of Drexel Hill, Pennsylvania. The new owners have proposed to Tinicum Township officials and

⁴ Pennsylvania Historical and Museum Commission, Bureau for Historic Preservation. *Pennsylvania Historic Resource Survey Form*. Kathleen Wandersee and Beverlee Barnes. Survey Code 045-TI-004, 1994.

zoning board three alternative plans for development, ranging from off-site parking for the airport to a restaurant, lounge and marina. Each of their plans would necessitate demolition of the historic Main Building. In response, Tinicum political leaders, preservation advocates, and other interested members of the community formed a committee to determine how best to preserve the Lazaretto from destruction and promote public awareness.

The Lazaretto is zoned as Industrial “L,” or light industrial. Two plans, one for a restaurant and another for a restaurant, lounge, and marina, are permitted by right and in compliance with the local ordinance. The third plan for an airport parking lot does not comply with provisions in Section 61-7 (52) of the ordinance and requires that developer make an application to the Zoning Board. All of the development proposals were contested by the Township and Zoning Board based on resident concerns, increase in traffic and noise, and loss of a valuable historic resource. In anticipation of acquisition of the property by the Township, the proposals were left pending. Once the agreement of sale is finalized with the Township, the proposals will become null and void.

As of this writing, Tinicum Township and Island Marine Partners L.L.C. have entered into an agreement of sale of the property for \$3.1 million, which is tentatively scheduled to be finalized by the end of summer of 2005. The Township, which plans to stabilize and mothball the structures immediately upon acquisition, remains undecided about any long-term, future reuse. Newspaper articles and condition assessments suggest rehabilitation of the Lazaretto would cost an additional \$2 million.⁵

⁵ Wallace, Roberts, and Todd, LLC., *A Proposal for a Feasibility Study/Development Plan for The Lazaretto Property* (submitted to Tinicum Township, Pennsylvania, September 11, 2002).

The purpose of this thesis is to help inform the decision-making process by exploring the values and resources of the Lazaretto to create a statement of cultural significance and statement of preservation policy, or preservation plan. The overall structure of this thesis is guided by the *Australia International Council for Monuments and Sites Charter for the Conservation of Places of Cultural Significance*, also known as the *Burra Charter*, which ‘defines the basic principles and procedures to be observed in the conservation of important places’ (see Appendix B). Its guidelines and procedures have been tremendously successful in Australia, where the Charter has become a standard tool for preservation, as well as internationally. This thesis uses the *Burra Charter* as a tool to help assess the importance of the place and form logical policies for future preservation of the Lazaretto, in an effort to determine whether and to what extent the Burra Charter’s recommended approach offers a substantively different framework for preservation strategy than does existing United States preservation laws, regulations, and policies.

Unlike American tools for preservation planning, the Burra Charter is a formal, values-based, “step-by-step” guide that can be applied to a wide variety of situations. American preservationists and conservationists use national and/or local registers and associated practices to determine types of significance, and are guided by the prescribed framework of those formal register processes. It can be advantageous for everyone to use such established criteria and frameworks that are already widely accepted and practiced. Currently, the Burra Charter is perhaps the most internationally prominent such set of criteria, recognized as the framework for the most detailed and thorough level of assessment. The Burra Charter has been advocated, adapted, and explored by many

conservation institutions like the Getty Conservation Institute, Heritage Action in Britain and Ireland, and National Trust.

Although there are no comparable methods developed in America, the process associated with the National Register of Historic Places as well as the National Historic Landmark (NHL) Nomination Criteria developed by the United States Department of the Interior follow similar guidelines and evaluation processes to determine national significance of a historic site. In particular, the aesthetic, historic, scientific, and social values used by the *Burra Charter* compare closely to the six NHL Criteria to determine national significance:

1. event or pattern of events
2. person with whom the property is associated
3. great ideal of the American people
4. architectural features
5. exceptional historic movement, event, way of life, culture or architectural style or period which is important to the development of the nation.
6. information the site is likely to yield⁶

The ways in which the Burra Charter and American methods overlap if not match will be described and identified throughout the assessment of cultural significance section of this thesis (Chapter 3).

While the NHL Nomination Criteria and Burra Charter values of historic and national significance are very much alike, the Australian method takes the process a step further by identifying, presenting, and expressing the aspect of community value. This has been its primary difference from United States practice – a difference that is even now diminishing through such policy initiatives as the National Park Service’s “Civic

⁶ National Park Service. National Register, History and Education. National Register Bulletin: How to Prepare National Historic Landmark Nominations. Washington D.C.: United States Department of the Interior, National Park Service (NPS) National Register, History and Education, 1999.

Engagement,” discussed below. The Burra Charter attempts to go beyond preservation practitioners and professionals by engaging the community itself – broadly defined - in the decision-making process of developing a preservation plan and management guidelines. Information like “social value,” “owner and user requirements and resources,” and exploration of possible “uses” is pertinent to the Burra Charter method of developing a preservation plan or, in the Charter’s terms, “preservation policy.” Thus, it is important to understand that the Burra Charter is not intellectually different in its significance criteria from the NHL Criteria. It is simply a process that differs most strongly from that of the NHL Criteria in its explicit inclusion of a specific role in identification, evaluation, and interpretive development for a community constituency.⁷

There are entities in the America that are attempting to do something similar. The National Park Service’s Civic Engagement Program has established relationships with the public, like those envisioned in the Burra Charter, and encouraged civic participation in creating new programming for the nation’s parks and historic resources.

“The Civic Engagement initiative is the National Park Service's challenge to itself, to find new ways to revitalize its mission of preserving and interpreting our nation's natural and cultural heritage. Forming meaningful partnerships with the very people most invested in the parks ensures the long-term relevance of NPS resources and programs.”⁸

By attempting to broaden its engagement with the public, the Park Service is developing plans and programs that “provide an important format for the exploration of historical truth and the powerful forces which have shaped our history.”⁹ It includes the formal with the informal by legally requiring public participation and addressing new aspects of

⁷ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

⁸ National Park Service, Department of the Interior, “Why Civic Engagement?,” National Park Service, <http://www.nps.gov/civic/about/index.html> (accessed April 1, 2005).

⁹ Ibid.

the story of America not previously celebrated or acknowledged. For example, many Civil War-era parks have failed at telling the war's overall context – especially the stories of slavery which did not teach visitors the truth about the past. Civic Engagement now strengthens relationships where controversy occurs, listens to the public, and creates an environment that encourages visitors to use the parks and participate in programs.¹⁰

This thesis adheres to the framework provided by the Burra Charter to create a Statement of Cultural Significance and Statement Preservation Plan for the Lazaretto. These statements are achieved by examining the Lazaretto and using the site as a case study for Burra Charter methods and recommendations. By following the Burra Charter's recommended approach, as distinct from and in comparison with American methods like National Historic Landmark and National Register Nomination, this thesis explores the differences in their respective modes and practices.

Through the Statement of Cultural Significance guided by the Burra Charter (Chapter 4), this thesis reveals the national significance of the Lazaretto through its aesthetic, historic, scientific, and social value. A place with this level of significance, structural integrity, and uniqueness requires the highest and best plan for preservation as a historic site. Therefore, the second half of this thesis (Chapters 5 and 6) focuses on the Development of a Preservation Plan and Statement of Preservation Plan recommended by the Burra Charter that best serves the Lazaretto and its multi-layer significance.

¹⁰ National Park Service, Department of the Interior, "Director's Order #75A: Civic Engagement and Public Involvement," National Park Service, <http://www.nps.gov/civic/policy/policy1.html> (accessed April 1, 2005).

CHAPTER TWO

THE AUSTRALIA ICOMOS BURRA CHARTER

Preservationists, conservationists, planners, and other managers of culturally or historically significant places will generally formulate policies and guidelines into the creation of a preservation plan outlining approaches that describe how to physically intervene in, manage, and interpret a particular site. Such preservation plans can and do vary widely, as every place has different levels of significance and different issues that must be addressed and handled appropriately. However, there are several site management tools and models to help guide the decision-making process. One of the most internationally adopted and widely applied of these is the *Australia ICOMOS Charter for the conservation of places of cultural significance*, also known (and referred to throughout this thesis) as the *Burra Charter* (1979). Fundamentally, the *Burra Charter* serves as guidance on conserving significant places by “expounding principles and recommending a logical order of work” (see Appendix B).¹¹

ICOMOS, the International Council on Monuments and Sites, is “an international, non-governmental organization dedicated to the conservation of the world’s historic monuments and sites.”¹² The organization promotes good practice in caring for culturally important places by disseminating guidelines through seminars and workshops, and

¹¹ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

¹² International Council on Monuments and Site (ICOMOS), “About ICOMOS,” ICOMOS, <http://www.international.icomos.org/about.htm> (accessed April 1, 2005).

through publication of a newsletter and journal.¹³ Founded in 1965, ICOMOS was a result of the adoption of the *International Charter for the Conservation and Restoration of Monuments and Sites*, the *Venice Charter* of 1964, an international development of basic principles guiding the preservation and restoration of ancient buildings based in turn on the philosophies of the *Athens Charter* of 1931.¹⁴ Today, ICOMOS has National Committees in over 107 countries.¹⁵

Australia ICOMOS began a review of the *Venice Charter* in 1977 to analyze its applicability. In 1979, at a meeting in the historic mining town of Burra Burra in South Australia, the *Australia ICOMOS charter for the conservation of places of cultural significance* was adopted and given the short title of the *Burra Charter*. Although the Charter's philosophy echoes that of the *Venice Charter*, it not only clarified concepts and terms that remained somewhat ambiguous, but also put emphasis on the notion of "cultural heritage," not mentioned in previous charters. Written in a form that is more comprehensive, practical, and useful in Australia, it has become a widely accepted tool for heritage conservation nationally and internationally.¹⁶

The *Burra Charter* can be applied to many different heritage conservation situations and historic places, and is organized and presented so as to be able to be used by anyone involved in the care of these resources. Although written to guide practitioners like archaeologists and architects, its basic principles and procedures make it

¹³ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

¹⁴ Second International Congress of Architects and Technicians of Historic Monuments, *Venice Charter International Charter for the Conservation and Restoration of Monuments and Sites*. (Venice: Second International Congress of Architects and Technicians of Historic Monuments, 1964).

¹⁵ International Council on Monuments and Site (ICOMOS), "About ICOMOS," ICOMOS, <http://www.international.icomos.org/about.htm> (accessed April 1, 2005).

¹⁶ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

a useful document to an array of disciplines to help make better, more informed decisions about historic resources. The Charter is meant to be used as a guide to help ask better questions in the decision-making process, not as a source for the answers.

To further enhance its usability, Peter Marquis-Kyle and Meredith Walker were commissioned by Australia ICOMOS to produce *The Illustrated Burra Charter: Making Good Decisions About the Care of Important Places*, which explains the twenty-nine articles of the Charter and defines the seven basic precepts contained in the text. More thoroughly discussed in the chapters of the book, these seven principles of the *Burra Charter* are:

1. the place itself is important
2. understand the significance of the place
3. understand the fabric
4. significance should guide decisions
5. do as much as necessary, as little as possible
6. keep records
7. do everything in logical order¹⁷

As a practitioner it is important to record the decision-making process and report conclusions. Marquis-Kyle and Walker's book provides guidelines for the establishment of cultural significance which were adopted by the Australia ICOMOS on April 14, 1984. In conjunction with the *Burra Charter* it supplies outlines, which Chapters Three and Four of this thesis will follow (see Appendix B). This approach focuses on Aesthetic, Historic, Scientific, and Social values to assess and create a statement of cultural significance.¹⁸

Partner to a statement of cultural significance is a site-specific approach to preservation, or in *Burra Charter* terms, a "preservation policy." It is important to note

¹⁷ Ibid.

¹⁸ Ibid.

that the *Burra Charter* uses “policy” to mean a site-specific preservation plan or a set of management guidelines rather than a set of laws. On May 25, 1985, Australia ICOMOS adopted guidelines which cover the development of a preservation policy, or preservation plan, and strategy for implementation of those guidelines. The second half of this thesis will outline the development of a preservation plan for the Lazaretto by examining significant fabric, owner and user requirements and resources, condition of fabric, uses, comparative information, as well as unavailable information. To conclude the process, a statement of preservation, will be formed to help guide future decisions in the care and treatment of the Lazaretto.¹⁹

¹⁹ Ibid.

CHAPTER THREE

ASSESSMENT OF CULTURAL SIGNIFICANCE

To understand the significance of a place it is important to recognize and define the ways in which the fabric of the place expresses that significance. One of the main conservation principles of the *Burra Charter* maintains that “the cultural significance of a place is embodied in its fabric, its setting and its contents; in the associated documents; in its use; and in people’s memory and association with the place.”²⁰ The following assessment of cultural significance will demonstrate the *Burra Charter*’s recommended methodical process of collecting and analyzing information based on Aesthetic, Historic, Scientific, and Social values of the Lazaretto, which will in turn help inform subsequent approaches that must be developed in order to best preserve the site and its significance.

1. AESTHETIC VALUE

The *Burra Charter* definition for Aesthetic Value:

“Aesthetic value includes aspects of sensory perception for which criteria may include consideration of the form, scale, colour, texture and material of the fabric; the smells and sounds associated with the place and its use.”²¹

One of the basic principles of the *Burra Charter* is that “the place itself is important.” To best understand the significance of the place and its importance, it is essential to know about its history – “why it was created, was it extraordinary, why was it

²⁰ Ibid.

²¹ Ibid.

put in that location, how was it used, and how has it changed.” To understand its history, it is necessary to understand the nature of the fabric. Inspection of the fabric will reveal any changes that have been made and its stability. In the assessment phase, the *Burra Charter* recommends careful analysis and physical description of the fabric, or “Aesthetic Value,” to document what remains and guide future decisions about its preservation. This is similar with NHL Nomination Section 7 “Description” in conjunction with Criterion 4: architectural features. The following will outline the physical characteristics of the site’s remaining historic fabric and other structures that have since been demolished.

A. Site Description

The site of the Lazaretto Quarantine Station is situated just south of the Philadelphia International Airport, ten miles southwest of Philadelphia, along the Delaware River, in the industrial town of Essington, Pennsylvania, at Wanamaker Avenue (Route 420) and Second Street (see figures 2-5 and 8). For the purposes of this thesis the following building names and terminologies will be used throughout; they are shown own figures 6 through 9:

- A.) Lazaretto Quarantine Station
- B.) Lazaretto Property (approximately 10 acres)
- C.) Government Property (approximately 6 acres)
- D.) Riverside Yacht Club (approximately 1.32 acres)
 - 1.) Main Building
 - 2.) Bargemen’s House
 - 3.) Kitchen House
 - 4.) Corrugated Shed 1
 - 5.) Corrugated Shed 2

- 6.) Physician's House
- 7.) Stable
- 8.) Gate
- 9.) Watch House
- 10.) Quarantine Master's House
- 11.) Ice House
- 12.) Boat House
- 13.) Quarantine Landing
- 14.) Hospital
- 15.) Government Store House or Barrack
- 16.) Wharf
- 17.) Old Custom House
- 18.) Burial Ground

The Lazaretto Quarantine Station is defined as the ten-acre Lazaretto Property, 1.32-acre Riverside Yacht Club Property, and the six-acre Government Property combined – essentially, the original overall site. Historically the structures on all properties worked in conjunction as the Lazaretto Quarantine Station. The Lazaretto Property, also referred to as the “Quarantine Station Proper,” is the ten-acre parcel bound south by the Delaware River, east by Rosse Boat Repair and Storage, north by Second Street, and west by the Riverside Yacht Club and the six-acre Government Property, which is today the Lagoon, a restaurant, motel, and nightclub. This property was put up for sale in June of 2000 and quickly became the focus of preservation interest. The Township has since entered into an agreement of sale with the owners. The Riverside Yacht Club Property was originally part of the Lazaretto Property, making it a total of 11.32 acres. Although, 1.32 acres was leased to the Riverside Yacht Club in 1937 and then eventually sold to them in 1939. Today it is bound south by the Delaware River, east

by the Lazaretto Property, north by the same, and west by the Lagoon. The Government Property was historically a six-acre parcel bound east by the Lazaretto Property, north by Second Street, west by a hotel, and south by the Delaware River. The United States Government sold the property in 1951, after over 150 years of ownership, and it has changed title only twice more since that time. Through these transactions, it has been combined with the westerly lot, forming a 8.78-acre parcel, and is now bound west by the Governor Printz State Park. Today, the Government Property is occupied by the Lagoon and large parking lot (see Appendix A, see figure 9).

On the Lazaretto Property there are five remaining historic structures: Main Building, Bargemen's House, Kitchen House, Corrugated Shed 1, and Corrugated Shed 2. The Main Building, also referred to as the Administration Building or Hospital, is the central and largest building on the Lazaretto Property (see figures 33-41). The Bargemen's House, a smaller structure, is located southeast of the Main Building (see figures 65-67). The Kitchen House, a small brick structure just north of the Main Building, is now used as a garage (see figures 61-64). Corrugated Sheds 1 and 2 are situated on the front lawn, south of the Main Building (68-71). The Physician's House, Stable, and Gate are located to the west of the Main Building on the Riverside Yacht Club Property, but were historically part of the Lazaretto Property (see figures 72-79). Other major structures on the Lazaretto Property pertinent to the Lazaretto Quarantine Station, but since demolished, were the Watch House, which mirrored the Bargeman's House along the waterfront; Quarantine Master's House, which once flanked the Main Building on the east and mirrored the Physician's House; Ice House, which stood northeast of the Main Building; Boat House that once stood east of the Bargemen's

House; Quarantine Landing that once extended out into the water from the land; and Hospital, also referred to as “Smallpox Hospital,” once located at the northwest end of the Lazaretto Property. Current research suggests there was also a Burial Ground located near the Hospital in the northwest ground of the same Property (discussed in the “Scientific Value” section of this thesis see figure 9).²² On the adjoining Government Property there were three major structures used in the Lazaretto Quarantine Station operation: the Government Store House or Barrack, Wharf, and Old Custom House (see figure 9). These buildings have since been demolished.

Currently, the Main Building and outbuildings remain in stable condition, retaining a nearly original viewshed uninterrupted by industrial development (see figure 88). The northern half of the Lazaretto Property is largely vacant (see figures 85 and 86). A marina and dry dock now occupy the property, with yachts and boats docked along the pier and grand entrance to the quarantine station. Disabled boats and boat parts are strewn along the north and south lawns and a shop for boat maintenance and repair occupies the Main Building’s first floor east wing (see figure 87). A seaplane operation continues to run out of the first floor of the west wing, still using the corrugated sheds for storage. The center hall of the Main building and upper floors of the east and west wings have been left vacant.

Land use surrounding the study area is mixed and contains residential, commercial, industrial, and recreational parcels. Residential properties dominate the area and consist of single-family detached units, twin houses, and apartments. The commercial uses serve the neighborhood and are not laid in any pattern or clustered

²² *Chester Times*, “The Forgotten Dead: Neglected Graves at the Old Quarantine Station at Essington,” December 5, 1899.

business district. The largest of these nearby parcels is the Lagoon, which functions as a hotel, restaurant, and nightclub, while the remainder of the lot is paved for vehicular parking. Along the Delaware riverfront there are sites of industrial development that operate in the production, movement, and storage of goods. East of the Lazaretto Property is Rosse Boat Repair and Storage. The Riverside Yacht Club to the west also provides boat storage, but functions as a private recreational facility. Other recreational uses in the area are Governor Printz State Park, a public space, and further west the Corinthian Yacht Club, another private organization (see figures 6, 7, and 10).²³

The natural environment of Tinicum Township has changed dramatically over the years. This area, a former island historically known as Tinicum Island, was covered with and surrounded by swamps, tidal mud flats, and many wandering streams that made it nearly inaccessible by land.²⁴ These wetlands provided an excellent agricultural resource. However, when farming and grazing were abandoned in the late nineteenth century, the process of infilling and developing commenced.²⁵ The eastern end that was defined by Bow Creek has been completely infilled, and the former bed of the creek lies beneath the runways of the Philadelphia International Airport. Other creeks and runs like Hulk Run, River Creek, Reed Spurta, Freeman's Creek, and Smith's Cinders Run have also disappeared. The northern edge of the island has been altered due to Interstate 95 construction. Natural erosion, sea wall construction, dredging, and pier development

²³ Delaware County Planning Department, *A Unified Landscape Treatment for a Portion of the Essington Waterfront* (Report, Delaware County Planning Department, Lima, Pennsylvania, September 11, 2002).

²⁴ Arden Skidmore, *The Lazaretto: Two Centuries of Pain and Pleasure* (Essington, PA: Delaware County Chamber of Commerce, n.d.).

²⁵ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

along the southern side of the island has changed the historic appearance of the waterfront. Today, there is the only one identifiable stream, Long Hook Creek, that remains within the bounds of Tinicum Island.²⁶

The landscape of the Lazaretto Property today consists largely of mowed grass. From the south of the Main Building and down to the waterfront, grass has grown over tracks that were once used to move seaplanes in the twentieth century. Small sections of the tracks are still visible. Overgrowth of weeds and bushes near the water's edge have taken over many of the twisted metal structures, also used for seaplane transportation, and have created a small wetland (see figure 90). Several large trees stand a few yards south of the Main Building. An old, large tree stands by the banks of the river and can be seen in historical photographs (see figure 89). The viewshed from the Lazaretto Property looking south is an uninterrupted view of a river environment. The lushness of Little Tinicum Island in the Delaware, visible from the complex, and banks of New Jersey perhaps suggest the original scene that may have been seen from the Lazaretto in the early nineteenth century (see figure 88).

B. Remaining Architectural Structures

Many of the outbuildings and auxiliary structures that were once part of Lazaretto Quarantine Station have been lost or demolished. However, what remains is some of the most significant fabric that tells the story of the site through its design and construction. The following are physical descriptions of the structures that currently occupy the Lazaretto Property and Riverside Yacht Club Property. The description and assessment

²⁶ Ibid.

of these structures will contribute to understanding and evaluating the site's historic significance and management guidelines.

i. Main Building

The Main Building faces south toward the Delaware River and is the largest building on the Lazaretto Property (see figures 33-41). Built circa 1799, it is a symmetrical, Flemish-bond brick, late-Georgian period structure with a slightly projecting central pavilion, and flanking wings. The building is reminiscent of the Pennsylvania Hospital on Eighth and Pine Streets in Philadelphia, Pennsylvania - the oldest hospital in the nation, the Pennsylvania Hospital is considered one of the finest examples of Georgian medical architecture. A water table, string coursing, and sash windows articulate the Main Building's façade, while dormer windows protrude from the roofs. Shutters, like those left on the first story of the west wing, once covered all of the windows. However, all that remain are the iron shutter dogs that once held them open (see figure 42). Today, a colonnaded porch lines the first story of the center pavilion and west wing, but at one time continued across the east wing as well (see figure 43). The original cupola surmounts the roof of the center building (see figure 44). There are twenty-eight rooms throughout, and a fireplace in almost every room (see figures 50-52).

The center pavilion is a handsome, solid, five-bay structure, fifty feet square (see figure 38). Unlike its two-and-one-half-story, adjoining wings, the center building is three-and-one-half stories. The first story has a door with fanlight flanked by two, two over two sash windows symmetrically and evenly spaced across the façade. Five, twelve over twelve, sash windows on the second story align with those on the first story. A

string course separates the second story from the third story which also has the same pattern of sash windows. However, the third story windows are squat containing eight over twelve lights as they abut the hipped roof covered with green asphalt shingles (see figures 40 and 41). Historic American Building Survey (HABS) photographs, taken in 1936, show a standing seam metal roof (see figures 33-36). Two, eight over eight light, dormer windows project from the half story while two large brick chimneys rise above from the third story (see figure 46). On top of the hipped roof there is an octagonal cupola, opened by eight, ornate, twenty-one light, arched windows, two of which are missing today (see figure 43). An iron ball and weathervane are intact atop the cupola (see figure 45).

Wings extending east and west retain many of the same characteristics as the adjoining center pavilion (see figures 33-41). They are nine-bay, brick structures, sixty-five feet by twenty-six feet wide and two-and-one-half stories high. The first story doorway at the center of each wing has a fanlight and is flanked on the west by four, twelve over twelve light, sash windows with shutters and on the east by four of the same style windows without shutters. The second story of each wing has nine windows of the same type symmetrically in line with those of the first story. The half story's pitched roof includes three evenly spaced dormer windows with eight by eight lights.

The rear of the Main Building and its wings echoes the design of the façade 38 and 39). However, the center pavilion protrudes from the rear dramatically, a single dormer projects from the east and west sides of the center pavilion roof, and three, sash windows are located on the north ends of the east and west-facing walls. Also, the center bays of center pavilion and adjoining wings are set low to light the interior stairwells and

there is no string coursing. Additional entrances have been opened in the back of the east wing for modern restroom facilities and boat-repair functions. An ornate, iron, lighting fixture remains bracketed to the north façade (see figure 82).

Although the adjoining wings have been renovated into apartments, the central pavilion retains much of its original interior configuration, finishes, and architectural details (see figures 47-59). It contains twelve rooms, each twenty by twenty-four feet, with ten-foot ceilings, and a fireplace in each room. There is a central hall plan, two rooms deep, with a center stairwell (see figure 60). The National Register Nomination Form, approved in March 1972, goes into great detail about the interior; a description consistent with today's conditions:

“The stairway with plain unfluted pilasters to dado height at the first floor landing, is to the left of the hall. The railing, with rampings and easings between the first and second floors, and the thin square balusters with channel mouldings on all four sides are very graceful.

The left front room on the first floor was probably the office and relieving room. The very handsome Welford-type mantel, perhaps by Zane and Chapman, with gouge carving and composite columns, has composition work baskets, flowers, garlands, and urns.

The right front room was probably the dining room and opens into the rear room by means of a folding paneled partition.

Each room on the three floors of the center section has a fireplace except the first floor left rear room. [It is speculated, by historic architect John Milner, that this fireplace has been sealed over]. The built-in cupboards and out-side door in this room suggest that this was a pantry and preparing room. Several feet from this outside doorway is an old brick structure, now a garage whose window retains its original wooden shutters. The scar of a brick passageway around the exterior of the ‘pantry’ doorway suggests that at one time this outbuilding was the kitchen, and a 1911 magazine clipping in the Anna Broomall Notebooks at the Delaware County Historical Society show that the end chimney was along the east wall where the garage doors have now been out.

The second and third floor rooms and the first floor right rear room are all similar in plan with a built-in cupboard to either the right or left of the fireplace. Each mantel is simply but well moulded, and the fireplace surrounds are plain except in the second floor right front room and the first

floor back right room where the mantel shelves are supported by unfluted pilasters. The latter retains its original iron fireback.

The dados, innerside of the doors, and mantels have been repainted and the original color combinations were blue and yellow, green and beige and pink and yellow. The outside of the doors and some of the mantels were stained to look either walnut or mahogany.”²⁷

On October 27, 2004, staff and interns from the Northeast Region of the National Park Service, historians, and architects gathered at the Lazaretto to document the Main Building with drawings and photographs. During this data collection, one of the key participants, historical architect John D. Milner, remarked that little had changed in the center hall, which still retains most of its original flooring, box locks, doorway architraves, shelving built into the walls, and fireplace detail with a hierarchy of design from the first story to the third (see figures 47-54). Milner also speculated that the wall finishes may be original, as whitewashed walls were standard in early medical facilities. Notable as well is the half story attic space which still contains a platform for a large water cistern and stairway to the cupola (see figures 55 and 56). A 1992 newspaper article photograph shows gas lighting fixtures hanging in each landing of the stairwell that have since been removed (see figures 53 and 54).²⁸

ii. Kitchen

To the north of the Main Building, on the Lazaretto Property, is a small, brick garage that is speculated to have been used as an outdoor kitchen (see figures 61-64). The brick appears to be similar to that used in construction of the Main Building and is fashioned in common bond. Although historically kitchens were located in the wings of

²⁷ National Park Service, United States Department of the Interior. *National Register of Historic Places Inventory-Nomination Form for the Lazaretto*. Pennsylvania Register of Historic Places, Pennsylvania Historical and Museum Commission, March 16, 1972.

²⁸ Robert F. O'Neill, "Colorful Past, Uncertain Future," *The Philadelphia Inquirer*, March 5, 1992.

the Main Building, heavier cooking may have taken place in this structure. Many changes have been made to the Kitchen exterior. On the north wall there is evidence of a door opening, since blocked off with brick (see figure 62). A small modern window was added to the left of the door outline. The west wall has been removed and wooden garage doors were installed (see figure 61). The south wall appears to have maintained a perhaps original window opening with large wooden shutters and original arm hinges (see figure 63). No change has been made to the east elevation as the original door opening still exists in the center (see figure 64). The roof is steeply pitched and covered with the same green shingles as the Main Building.

iii. Bargemen's House

The another remnant outbuilding on the Lazaretto Property is the Bargemen's House located southeast of the Main Building facing the Delaware River (see figures 65-67). It is a fifteen-by-fifteen-foot, cube, brick structure, covered in stucco, with a one-story elevation. According to historical drawings it abutted the banks of the river (see figure 27 and 28). However, today it is separated from the banks by later land fill. There is one entrance to the north of the structure and the façade, now covered in ivy, has a large, arched inset window facing the river (see figure 67).

iv. Corrugated Shed 1

There are two other architectural structures on the Lazaretto Property that did not make up the original Lazaretto Quarantine Station, but are valued resources, nonetheless. One of these is Corrugated Shed 1, located just southwest of the Main Building (see

figures 68 and 69). It is constructed of large, corrugated metal sheets and metal girders and measures roughly forty-one feet by forty feet. There are two double-hung windows, a smaller window towards the roofline, and a door on the west façade. The east wall slides open for access. Large sheets of wood enclose the southern end because the structure once extended further south adjoining Corrugated Shed 2, however a large section was removed (see figure 10). Inside, gravel covers the ground and from the rafters hang old seaplane parts such as propellers and wings. Oral histories say that this hangar was originally used as a repair shed by the Philadelphia International Airport when it opened in 1925. The sheets of metal came from crates that shipped World War II planes.²⁹ Sheds like this one were erected all over the front lawn of the Lazaretto when the site was used as one of America's first seaplane bases in 1914. However, most have been dismantled or demolished. In 1986 there were two additional large metal sheds erected in the center of the south lawn occupying a majority of the open space (see figure 10). These sheds stored seaplanes and seaplane parts throughout the early twentieth century and continue to be used for the same purpose today (see figure 103).

v. Corrugated Shed 2

Corrugated Shed 2 is the only other example of these metal hangars on the Lazaretto Property (see figures 70 and 71). Located just south of Corrugated Shed 1, this shed is nearly twice the size and currently contains a modern seaplane. Corrugated Shed 2 is constructed in the same manner and of the same materials as Corrugated Shed 1 and measures about ninety-four feet by forty feet. Their interiors are also alike as they were

²⁹ Hank Greenfell, in discussion with the author, October 2004.

once adjoined. Oral histories of this shed describe its use in the 1926 Sesquicentennial as part of an exposition of buildings near the Sports Complex in Philadelphia.³⁰

vi. Physician's House

Located on the Riverside Yacht Club Property, the Physician's House was commissioned and constructed with the Main Building circa 1799. It is a two-and-one-half story, single forty-eight-by-twenty-four-foot block, five-bay, common bond brick structure that faces the waterfront (see figures 72-74).³¹ Its exterior design coincides with the Main Building's late-Georgian architectural style.³² A sketch drawing, by Frank H. Taylor in 1895, simplistically illustrates the façade of the Physician's House as an only two-bay structure, leaving out three additional bays (see figures 29 and 30). However, a watercolor by T.L. Cernea, date unknown, shows the five-bay façade of the Quarantine Master's House, built in conjunction with the Physician's House and mirroring its design (see figures 27 and 28). Little has changed to the original structure of the Physician's House.

The first story, now covered by an enclosed porch, once had a central door opening, and two flanking windows. A low-pitched porch ran across the length of the first story as well. The second story remains the same with five, evenly spaced, ten-by-ten-light, sash windows. Three dormer windows protrude from the hipped roof. There are interior chimneys on either side of the house. The rear of the house, much like the

³⁰ Ibid.

³¹ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

³² National Park Service, United States Department of the Interior. *National Register of Historic Places Inventory-Nomination Form for the Lazaretto*. Pennsylvania Register of Historic Places, Pennsylvania Historical and Museum Commission, March 16, 1972.

Main Building, also has five bays of sash windows with the central window set lower to light the interior stairwell. The first story has four windows and a later, central door opening covered by a porch with Doric columns and a decorative balustrade. A one-story wing was added to the east side of the main block of the house.

According to the Hand Book of the Lower Delaware River of 1895, an annual publication by the Philadelphia Maritime Exchange, the interior of the Physician's house had seven rooms, two attics, and eleven-foot high ceilings. Bath and water closet appliances "of the most approved sanitary plumbing" were provided as well.

Today, there is a modern, one-story, modern addition flanking the west side of the building. Information regarding the addition is limited due to access restrictions. The interior of the original Physician's House has since been modified for recreational club use.³³

vii. Stable

The Hand Book also gives a description of the Stable situated one hundred feet northwest of the Main Building, measuring seventy by forty feet, also built in 1800. Today, the stable is boarded up and left unused; however, the interior retains a remarkably intact loft, ladder, stalls, and an uncharacteristic, turned balustrade, possibly relocated from another source (see figures 75-81).

viii. Gate

The Gate, which exists north of the Physician's House just west of the Stable, runs east and west and remains fully intact (see figures 83 and 84). Although its date of

³³ Interview with the barkeep on the telephone, May, 2005.

construction is unknown, there is a gate illustrated at this location in a diagram dating to 1870 (see figure 20).

The Physician's House was built originally as a private dwelling for the Deputy Quarantine Physician and his family while the Stable was used for daily operation of the quarantine and hospital. Each served these functions until the Lazaretto's closure in the late nineteenth century. The uses of the Physician's House and Stable are unclear during the Lazaretto site's subsequent use as a resort area and athletic club in the 1890s. However, according to a map from 1910, the Physician's House was used as a laundry house (see figure 23). It is speculated that the athletic club used the Stable as a storage shed or garage. During World War I, the War Bird pilots used the Physician's House as part of their base and the Stable for storage.³⁴ However, since 1939, the Riverside Yacht Club has owned the 1.32-acre, southwestern parcel of the Lazaretto Property on which the said structures stand and have used the Physician's House as its headquarters.

C. Demolished Structures

Historic sketches, drawings, maps, diagrams, and descriptions of the Lazaretto site indicate the existence of additional structures since demolished (see figures 15, 16, and 18 to 25). However, the historical documentation of these structures indicate that they were significant to the site and their historical development must be addressed.

The earliest illustration of the Lazaretto is a diagram, produced in 1870, called "Diagram No. 1 of the Lazaretto Station" reporting the positioning of the brig "Home" in the Delaware River. This ship from Jamaica was believed to be responsible for a yellow

³⁴ Arden Skidmore, "Lazaretto: It Guarded Our Shores," *Daily Times Magazine*, May 15, 1965.

fever outbreak in June of that year, that killed at least ten people including the Quarantine Master, Lazaretto Physician, Steward's wife, and a nurse (see figures 20 and 21).³⁵ This drawing illustrates the original 11.32-acre complex of the Lazaretto Property and the additional six acres to the west that belonged to the United States Government, but was used in conjunction with the station. On the Lazaretto Property, the diagram shows the Main Building, labeled "Hospital," Lazaretto Physician's House, Stable, Gate, Kitchen, and Bargemen's House, which still exist today. In addition there was a Watch House to the southwest that mirrored the Bargemen's House along the waterfront, a Quarantine Landing extending southward into the river, a Boat House on the southeast corner of the plot, a Quarantine Master's House on the southeast mirroring the Lazaretto Physician's House, an Ice House north of the Main Building, and a Hospital, labeled "Small Pox Hospital," located northwest of the Main Building, all of which have since been demolished. On the adjoining six-acre Government Property, a Wharf projected southward from the bank into the river and a structure called the "Government Store House" was north of the Wharf yet south on the property.³⁶

In an account from the 1895 Philadelphia Maritime Exchange Hand Book, there was also a Laundry and Wash-house, Store-house, and Power-house located on the Lazaretto Property. However, their positions were undefined. On the Government Property, the Hand Book describes a Barrack, a Pier which projected southward into the river, and a Steam Disinfectant Plant and a Power-house on the wharf.³⁷ In 1889,

³⁵ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

³⁶ Diagram No.1:Lazaretto Station, Pepper's House, and the Position of the Brig "Home" with location of Cases of Yellow Fever, from June 30th to Aug 26th, 1870. Atwater Kent Museum Collection, 300.91.4.: 77.1.2026:77.2026, Atwater Kent Museum, Philadelphia.

³⁷ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

historian Henry J. Ashmead also recalled on the Lazaretto Property an “old Custom-house building.”³⁸ None of these structures stand today.

Although shown in the 1870 diagram, there is no written documentation of the Watch House or Boat House represented in the 1895 Philadelphia Maritime Exchange Hand Book accounts. It is speculated that these structures were adapted to alternate uses later - perhaps one could have been converted into the Store-house or Power-house as described in the Hand Book. It is not possible that the Government Store House in the 1870 diagram is the same building described as “Store-house” in the 1895 Hand Book for two reasons. One, they were both built on different properties. The Government Store House, drawn in 1870, was situated on Government Property while the Store-house described in the 1895 account was on the Lazaretto Property. Two, their dimensions were described differently. The Government Store House in the 1870 diagram is marked as one hundred and twenty feet in length while the Store-house in the 1895 Hand Book is described as sixteen feet square. The 1895, Store-house was nearly the size of the Watch House, which paired the Bargemen’s House that is measured today as fifteen feet square, and was used for storing disinfectants indicating a possible change in use from a lookout post to a storage building.³⁹

By comparing the 1870 diagram, Ashmead’s 1889 narrative, and the 1895 Hand Book, changes in use and design of the demolished structures are evident. In 1870, the Government Store House was one hundred and twenty feet in length and situated north of the Wharf (see figure 9). According to Ashmead, in 1871, the United States “had

³⁸ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

³⁹ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

completely repaired the large stone government warehouse used for storage of cargoes from infected vessels detained at quarantine” near the Wharf.⁴⁰ Finally, the 1895 Hand Book describes this building as “a Barrack built of stone, one hundred and fifty feet long by forty feet wide, two-and-one-half stories high, each floor divided into two main rooms, seventy-four by –twenty-eight feet each.” The Hand Book goes on to describe the Barrack as having one large room to the east that was “subdivided into three, two equal-sized rooms having been fitted up as large bath-rooms, each bath-room containing twelve tubs abundantly supplied with hot and cold water, and heated by steam.” This suggests these three accounts are describing the same structure and its change in use from a storage unit for infected cargo to a barrack for bathing and washing.

The 1895 Hand Book depicts the Quarantine Master’s House in the same description with the Physician’s House (see figures 28 and 30). It was located one hundred and twenty feet east of the Main Building and, at the time, was “temporarily occupied by the crew of the boarding tug” (see figure 9) It measured forty-eight feet by twenty-four feet, consistent with the 1870 diagram, and was “two-and-one-half stories high, [had] seven rooms and two attics each, and [had] ceilings 11 feet high.” Matching the Physician’s House, the Quarantine Masters House was also fitted with “bath and water-closet appliances of the most approved sanitary plumbing.”⁴¹

Another prominent building on the Lazaretto Property was the Hospital, located about three hundred feet northwest of the Main Building (see figure 9). In 1870, this structure boarded passengers and Lazaretto staff afflicted with smallpox, while the wings

⁴⁰ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁴¹ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

of the Main Building contained the main hospital operation.⁴² In 1895, it was described as “72 feet long by 24 feet wide, two stories in height, contains two wards on the first floor, each 22 by 22 feet, ceilings 10 feet high, and these [were] exactly duplicated on the second floor, which also contains a Nurse’s room, Dispensary, Bath-room, and Water-closet, all of the best modern plumbing work.” On the west side of the Hospital was an adjoining Kitchen, sixteen by twenty-four feet, and a similar building on the east described as a dead-room or Morgue.⁴³

There is little documentation about the remaining outbuildings on the Lazaretto Property. The 1870 diagram shows the Ice House in line north of the Main Building and east of the Stable. This suggests it was about one hundred feet or more north of the Main Building, as the 1895 Hand Book notes the Stable being the same distance. The Hand Book also describes the Ice House as thirty feet square. The Laundry and Wash-house was thirty by twelve feet and the Power-house was “substantially built” twelve feet square over an artesian well.⁴⁴ The “old Custom-house,” recalled by Ashmead, was “an ancient brick building . . . three stories high, which we learn from a letter written on Jan. 5, 1847, by Joseph Weaver, Jr., United States custom officer, had not been occupied for many years previous to that time for any purpose, and then suffering much from neglect.” It was built along with the Main Building and its outbuildings circa 1800.⁴⁵ Later, the United States rented it to store goods.⁴⁶

⁴² Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁴³ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

⁴⁴ Ibid.

⁴⁵ Arden Skidmore, *The Lazaretto: Two Centuries of Pain and Pleasure* (Essington, PA: Delaware County Chamber of Commerce, n.d.).

⁴⁶ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

The best account of the other structures on the Government Property, today the Lagoon, comes from the 1895 Hand Book. At the same time the United States Government was repairing the Barrack or Government Store House, in 1871, it had also rebuilt the 288-foot wharf.⁴⁷ Shortly before the 1895 Hand Book publication, the Government again maintained the “very dilapidated” pier and adjoining dock and spent \$900.00 on the repairs.⁴⁸ The Hand Book gives a detailed description of the structures on the Wharf:

“On the wharf are located a steam disinfectant plant, 15 feet square, a Power-house adjoining the same, and which contains a twenty-five horse-power upright boiler of recent make. The disinfecting house proper is a frame building, and although erected as a temporary structure, is a well constructed and well braced. It is built of two thicknesses of yellow pine siding with felt between, and is lined throughout with the best quality of tin, all joints being soldered. In this building a temperature of between 215 and 220 degrees Fahrenheit has frequently been obtained for a period of four hours without intermission. On this pier are also located large coal bins, which, at the time of this writing are charged with 300 tons of pea coal.”

2. HISTORIC VALUE

The *Burra Charter* definition for Historic Value:

“Historic value encompasses the history of aesthetics, science, and society, and therefore to a large extent underlies all of the terms set out in this section. A place may have historic value because it has influenced, or has been influenced by, an historic figure, event, phase, or activity. It may also have historic value as the site of an important event. For any given place the significance will be greater where evidence of the association or event survives in situ, or where the settings are substantially intact, than where it has been changed or evidence does not survive. However, some

⁴⁷ Ibid.

⁴⁸ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

events or associations may be so important that the place retains significance regardless of subsequent treatment.”⁴⁹

The Historic Value section of the *Burra Charter* is in many ways analogous to Criteria 1 through 5 of the National Historic Landmark “Guidelines for Developing Historic Context.”⁵⁰ The Charter, like the NHL Criteria, includes historic narrative related to events, people, themes, and movements. It also defines and discusses the history of the site and important periods that influenced the development of both the physical and cultural landscapes. Continuing to follow the Burra Charter’s recommended approach to determining cultural value, the following will outline the significant phases of cultural influence on the site of the Lazaretto and its adaptive reuse over the past 200 years.

A. Native American Inhabitation

Before the arrival of the first colonists in the seventeenth century, the area known as Tinicum Township was inhabited by the Okehocking tribe of the Lenni-Lenape Indians, called the Delawares by English settlers.⁵¹ The Lenni-Lenape belonged to the Algonquin tribe, which occupied a large amount of territory in the United States.⁵² During the Late Woodland Period (1000 AD to 1600 AD) the first Algonquin sedentary villages in southeastern Pennsylvania appeared.

⁴⁹ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

⁵⁰ National Park Service. National Register, History and Education. National Register Bulletin: How to Prepare National Historic Landmark Nominations. Washington D.C.: United States Department of the Interior, National Park Service (NPS) National Register, History and Education, 1999.

⁵¹ Pennsylvania Historical and Museum Commission, Bureau for Historic Preservation. *Pennsylvania Historic Resource Survey Form*. Kathleen Wandersee and Beverlee Barnes. Survey Code 045-TI-004, 1994.

⁵² Charles Palmer, *A History of Delaware County* (Harrisburg: National Historical Association, 1932, 8).

There is much evidence of Lenni-Lanape presence throughout the Lower Delaware Valley area. A new subsistence pattern of cultivating crops like corn, beans, and squash resulted in permanent and semi-permanent farmstead-like communities.⁵³ Camps were set up during the fall along the waterfront and marshes to hunt waterfowl and during the spring for shad and other fish. The name Tinicum comes from the Indian word “tinnachkonck” meaning “next to water.” The John Heinz National Wildlife Refuge at Tinicum preserves the only remnant of original natural terrain and is the last remaining freshwater tidal wetland in Pennsylvania.⁵⁴ Early archaeological excavations at Governor Printz State Park, just west of the Government Property, conducted by Donald Cadzow in 1937, revealed a variety of Indian artifacts including “broken bits of pottery.”⁵⁵ In 1976, Becker reported excavations at the State Park that showed evidence of an Indian site and recovered a small number of prehistoric artifacts.⁵⁶ A total of 569 prehistoric and 29 protohistoric artifacts were recovered from during 1990 excavations of the State Park by MAAR Associates, Inc.⁵⁷

⁵³ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁵⁴ Pennsylvania Historical and Museum Commission, Bureau for Historic Preservation. *Pennsylvania Historic Resource Survey Form*. Kathleen Wandersee and Beverlee Barnes. Survey Code 045-TI-004, 1994.

⁵⁵ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁵⁶ Marshall J. Becker, *Summary report on the 1976 excavations at Governor Printz State Park, Essington, Pennsylvania (36-DE-3)* (West Chester, PA: West Chester State College, 1977).

⁵⁷ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

B. Colonial Settlement

i. Swedish Settlement: 1638-1655

As new political systems and development took place in early seventeenth-century Europe, prospects in the New World made North America a hub of active colonization. During the early 1630s, the Dutch West India Company secured a tract of land along the east coast of the Delaware River and subsequently erected forts for trade. In similar efforts to expand colonial trade in the West Indies, Swedish, Dutch, and German stockholders organized the Swedish West India Company to trade furs and tobacco in North America. Organized by Samuel Blommaert and Peter Minuit, the Swedish West India Company sent an expedition in 1637 to sail to the territory surrounding the Delaware River and form a colony to be known as “New Sweden.” In March of 1638, after a four-month voyage, Fort Christiana was built where Wilmington, Delaware is today (see figure 12).⁵⁸

With tensions with the Dutch for domain along the Delaware increasing, the government of Sweden formed another expedition in the spring of 1643 to obtain a foothold further up the Delaware. Johan Printz, first royal governor of New Sweden, along with fifty new settlers, including several criminals accused of poaching and deserting the army, were sent to expand northward from Fort Christina on both sides of the Delaware River (see figure 92).⁵⁹ Printz strategically chose Tinicum Island on which he erected a fort named Nya Gotheborg, or New Gothenburg, thereby relocating the capital of New Sweden (see figure 11).⁶⁰ Across the river, Fort Elfsborg, near present-

⁵⁸ Charles Palmer, *A History of Delaware County* (Harrisburg: National Historical Association, 1932, 20).

⁵⁹ *Ibid.*, 27.

⁶⁰ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

day Salem on the New Jersey side of the river, was also built to monitor Dutch activity along the Delaware and control fur trade with Indians.

The arrival of the Swedes to Tinicum Island sparked change in not only the social environment, but also the natural environment, as the colonists built dikes to control flooding and drained marshes for agricultural purposes.⁶¹ The first permanent European settlement in Pennsylvania was established with the construction of the Printzhof, the governor's home and headquarters, surrounded by colonists' dwellings and their plantations. Also in the 1640s, the first Swedish Lutheran church in America was built in Swedish fashion with an adjoining cemetery (see figure 11).⁶² There are no detailed descriptions of the site as no data fully documents the settlement or development.

ii. Dutch Settlement: 1655-1664

During the 1640s, as the Swedes expanded their domain, the Dutch viewed them as a threat to their colonial interests. Assuming Fort Nassau near Gloucester, New Jersey and erecting Fort Bevereede at the mouth of the Schuylkill River, the Dutch made attempts to gain control over the Swedes.⁶³ When Peter Stuyvesant became governor of New Amsterdam in 1647 he built Fort Casimir below Fort Christiana, today New Castle, Delaware, to put a check on Swedish activities. Frustrated with Dutch relations and dissatisfied settlers, Printz withdrew from command in October of 1653 and returned to

⁶¹ Delaware County Planning Department, *Historic Resources Survey: Tinicum Township, Delaware County, Pennsylvania* (Report, Lima, Pennsylvania, 1994).

⁶² Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁶³ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

Sweden.⁶⁴ John Rysinge, Printz's successor, arrived in New Sweden in May 1654 and soon after ordered the capture of Fort Casimir, at a moment when its occupants were without powder and had no way to defend themselves.⁶⁵ A year later, in retaliation, Stuyvesant conquered Rysinge, gained control of the Swedish colony, and changed the name of Fort Casimir to Nieuer Amstel, or New Amstel.⁶⁶ Although the Dutch ruled for over a decade, the Swedes were permitted to retain their language and allowed to continue their accustomed way of life as a "Swedish Nation."⁶⁷ Governor Stuyvesant made only a few visits to the Tinicum colony.

iii. English Settlement: 1664-1681

Shortly after the Dutch assumed power over Swedish territory in 1655, the English became interested in the area. But, due to changes in government, several years passed before they made attempts to control it.⁶⁸ In 1664, English warships finally seized control of the New Amstel colony and, without resistance, the Dutch ceded to the English. On March 22, 1664, King Charles II of England made a gift to his brother James, the Duke of York, of territory in North America including the states of New York,

⁶⁴ National Park Service, United States Department of the Interior. *National Register of Historic Places Inventory-Nomination Form for the Lazaretto*. Pennsylvania Register of Historic Places, Pennsylvania Historical and Museum Commission, March 16, 1972.

⁶⁵ Charles Palmer, *A History of Delaware County* (Harrisburg: National Historical Association, 1932).

⁶⁶ National Park Service, *Trail Development Study for the Tinicum-Fort Mifflin Trail* (Report, National Park Service, October 31, 2002).

⁶⁷ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁶⁸ Charles Palmer, *A History of Delaware County* (Harrisburg: National Historical Association, 1932, 33).

New Jersey, part of Pennsylvania, and Delaware. This marked the end of Dutch control and the beginning of English rule that would last over a century.⁶⁹

Like the Dutch, the English allowed the Swedes and Dutch to maintain their native languages and customs. However, the English did make two major changes. First, they organized a formal system of courts in Chester, Pennsylvania and New Castle, Delaware. Second, the English created an order regarding landholding in the Delaware Valley by issuing patents requiring the certification of all land transactions by the courts.⁷⁰

iv. The Penns and Province of PA: 1681-1784

On March 4, 1681, the Duke of York gave William Penn a patent to land located on the west side of the Delaware River, including what is now Delaware County, in gratitude for assistance given to the crown by the Penn family.⁷¹ The following year, the first English settlers arrived and quickly outnumbered the old population. In October in 1682, Penn came to the site to establish the city of Philadelphia. He planned and laid out the rectangular grid pattern on 1,200 acres of land between the Delaware River and Schuylkill Rivers, which would later influence the urban planning of other cities in the United States. Like the first colonists, the English went along the rivers and waterways setting up other plantations and settlements.⁷² Within five years all of the land within twenty-five miles of Philadelphia had been laid out. Although, Penn recognized existing

⁶⁹ Ibid., 34.

⁷⁰ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁷¹ Charles Palmer, *A History of Delaware County* (Harrisburg: National Historical Association, 1932, 36).

⁷² Ibid., 37.

Swedish, Dutch, and English titles, dispute over land ownership and title validity continued into the early eighteenth century.⁷³

Although Philadelphia was the second largest city in the British Empire by 1750, the surrounding areas were still rural and agrarian.⁷⁴ Isolated by the marshes and wetlands, Tinicum was sealed off from development that was taking place in nearby communities. The area remained sparsely settled throughout the eighteenth century and had no town center, school, church or, meetinghouse.⁷⁵ Only a tavern in the 1760s and 70s functioned as a hub of community activity, operating in conjunction with the Darby Creek Ferry.⁷⁶ In 1780, the twenty-three inhabitants and owners of Tinicum Island signed a petition to secede from Ridley Township. The state of Pennsylvania recognized Tinicum Township as a separate district on August 31, 1780. The 1798 Direct Tax assessment only lists 16 dwellings, most of stone or frame, clustered along Darby Creek near the Ferry and along the Delaware River in the southwestern part of Tinicum Island.

v. Today 2005

Today, the only visible remnant of colonial settlement is a springhouse on the Corinthian Yacht Club Property located south of Governor Printz State Park (see figure

⁷³ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁷⁴ Ibid.

⁷⁵ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁷⁶ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

10).⁷⁷ The Printzhof stood until 1822 when it was destroyed by fire and, by 1889, the Swedish church burial ground had been washed away by the tide.⁷⁸ In 1927, the Swedish Colonial Society obtained a seven-acre portion of property, on which part of the Printzhof settlement once stood, to create a public park in commemoration of Johan Printz. Archaeological investigations subsequently took place.⁷⁹ Although the actual location of the Printzhof is still undetermined, some have speculated that part or all of the Printzhof and Fort Gothenburg may actually have been located on the Lazaretto Property (see figure 93).⁸⁰

C. Quarantine Station

The Lazaretto site has several levels of historic significance. However, one story stands out above the rest, making the site of national historic importance. The Lazaretto Quarantine Station's role in immigration, medical, and architectural history and its extant structures' high degree of design integrity make a strong case for its eligibility as a National Historic Landmark. The property is almost certainly one of the first, oldest, and most intact quarantine stations in the United States.

The story of the Lazaretto in Tinicum Township began at the dawn of the nineteenth century when the complex was constructed. However, its concept, design, and operation dates to well before the American Revolution. The idea of quarantine, the

⁷⁷ Delaware County Planning Department, *Historic Resources Survey: Tinicum Township, Delaware County, Pennsylvania* (Report, Lima, Pennsylvania, 1994).

⁷⁸ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁷⁹ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁸⁰ National Park Service, *Trail Development Study for the Tinicum-Fort Mifflin Trail* (Report, National Park Service, October 31, 2002).

separation of the diseased from the healthy, has its roots in fourteenth-century Venice during the Black Death. There, the first formal system of quarantine, requiring ships to anchor for forty days before going ashore, was instituted.⁸¹ The eighteenth century in America was a period of development for medicine. In these times before antibiotics, diagnostic machines, operative wonders, or rehabilitation, the main outcome of disease was death. Treatment was limited to the isolation of victims until they recovered or died.⁸² Quarantine was the only known effective method for controlling epidemics. Quarantine stations or lazarettos were necessary near seaports to examine all arriving ships and their cargo.⁸³

The term “lazaretto” is an Italian word from the mid-sixteenth century meaning “place set aside for performance of quarantine.”⁸⁴ “Lazaretto” was derived from the biblical story of Saint Lazarus, a leper resurrected by God from the dead (see figure 94). Lazarettos were also known as “pest houses.” A map of Philadelphia by N. Scull and G. Heap from 1753 shows the first lazaretto to protect the port of Philadelphia on Providence Island, south of the city near Fort Mifflin. According to the map it was referred to as a “pest house” (see figure 14).

Quarantine history in Pennsylvania began when the first Lazaretto Quarantine Station was established in 1742 at the mouth of the Schuylkill River, near Fort Mifflin,

⁸¹ Nova Science Programming On-Air and Online, Public Broadcast System (PBS), “History of Quarantine,” Public Broadcast System, <http://www.pbs.org/wgbh/nova/typhoid/quarantine.html> (accessed March 1, 2005).

⁸² Arden Skidmore, *The Lazaretto: Two Centuries of Pain and Pleasure* (Essington, PA: Delaware County Chamber of Commerce, n.d.).

⁸³ National Park Service, United States Department of the Interior. *National Register of Historic Places Inventory-Nomination Form for the Lazaretto*. Pennsylvania Register of Historic Places, Pennsylvania Historical and Museum Commission, March 16, 1972.

⁸⁴ *Online Etymology Dictionary*, s.v. “Lazaretto,” Etymonline.com, <http://www.etymonline.com/index.php?search=lazaretto&searchmode=none> (accessed April 1, 2005).

on Providence Island, or Fisher's Island (see figures 14 and 17).⁸⁵ According to Arden Skidmore, a writer for the *Daily Times* in the 1960s, early 1742 German inhabitants presented a petition to Governor George Thomas complaining that "for want of a convenient house for the reception of such of their countrymen as on their arrival here labored under diseases contracted in a long voyage, they were obliged to continue on board the ships which brought them, where they could get neither attendance or conveniences suitable to their condition, from whence many have lost their lives." The governor immediately moved on their request and announced the construction of a building "not only to accommodate such as shall arrive hereafter under the same circumstances, but to prevent the future importation of diseases into this city, which has more than once felt the bad effects of them."⁸⁶

The state purchased 342 acres of land and some buildings on Fisher's Island, or Providence Island, and Negro slaves for \$1,700. Six acres nearest the river was used for the quarantine station. Throughout the mid-eighteenth century the complex expanded and improved. In 1750, new buildings were added (see figure 17). The station remained there through the Revolutionary War. Mounting interests in public health and outbreaks of smallpox, cholera, yellow fever, and other epidemics caused the Commonwealth of Pennsylvania to rethink its health policies and the quarantine's location.⁸⁷

In the summer of 1793, a yellow fever epidemic in the City of Philadelphia killed one tenth of the city's population, about 5000 people, in less than five months.⁸⁸ A

⁸⁵ Arden Skidmore, "Lazaretto: It Guarded Our Shores," *Daily Times Magazine*, May 15, 1965.

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ *Here is to Your Health: A Salute to the History and Service of the Philadelphia Department of Public Health*, Exhibition Catalog (Philadelphia: Philadelphia Department of Records and the Philadelphia Department of Public Health, 1999).

devastating shock to the community, the outbreak forced relocation of the Lazaretto further from the city. The City of Philadelphia formed a Board of Health in 1794 and assembled a committee called “Managers of Marine City Hospital” charged with selecting a new site and establishing a quarantine station. In May of 1799, Board of Health Minutes report that the committee determined the best location to be “near the mouth of the Darby Creek on Tinicum,” in the village of Essington.⁸⁹ Natural isolation, sparse population, and a location further south of the city of Philadelphia made Essington an ideal locale.⁹⁰ On August 7, 1799, the Board of Health “purchased ten acres of Thomas Smith [and sister Rebecca Smith] farm on Tinicum Island at 200 dollars an acre... adjoining which there is good anchorage and depth of water in the river Delaware.”⁹¹ On November 21, 1799, the United States government bought a six-acre property, adjoining the ten-acre lot on the west, from John and Mary Taylor for use as a Customs House and Wharf.⁹²

Construction of buildings began immediately and were completed in 1800.⁹³ According to Ashmead, the Lazaretto Quarantine Station was opened in 1801. However, Board of Health Minutes suggest that it was functioning during its construction. The site eventually consisted of a Main Building for the Steward’s quarters and quarantine functions (modeled after the Pennsylvania Hospital on Eighth and Pine Streets in

⁸⁹ Philadelphia Board of Health Minutes, 13 May and 28 May 1799, Philadelphia Board of Health, 37.1, Philadelphia City Archives, Philadelphia.

⁹⁰ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁹¹ Philadelphia Board of Health Minutes, 13 May and 28 May 1799, Philadelphia Board of Health, 37.1, Philadelphia City Archives, Philadelphia.

⁹² Arden Skidmore, “Lazaretto: It Guarded Our Shores,” *Daily Times Magazine*, May 15, 1965.

⁹³ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

Philadelphia), Hospital, Quarantine Master's House, Physician's House, Store Warehouse, Burial Ground, lodging for quarantined passengers, accommodations for the nursing staff, and a large pier (see figure 20).⁹⁴

The wings of the Main Building were first used to house the sick and convalescing until the Hospital was completed. The building had enough cots to accommodate 500 persons and enough space for 200 people on the unoccupied land. There were also 100 wall tents and floors available. The water supply was clean and pure. It was pumped out from a 300-foot-deep artesian well by steam engine into a 3,000 gallon cistern in the Main Building, thence distributed throughout the building. Everything leaving the Lazaretto was thoroughly disinfected, including all dejections and discharges from patients. On the first floor of east wing there was an apparatus for disinfecting the mail from patients to the outside. Heated by alcohol and held at a dry heat temperature of between 300 and 400 degrees, all outgoing mail was treated and marked "sterilized" on the envelope before being forwarded to the local post office.⁹⁵

The basic function of the Lazaretto was to stop vessels on their way up the Delaware River, have the Physician and Quarantine Master board the craft, and examine the passengers and cargo. If everyone and everything was healthy, the quarantine process would take about a day, the captain would receive a certificate of health, and the ship could proceed up the river to Philadelphia seaports. If there was sickness or death found on board, those afflicted would be removed to the Hospital to await recovery or death,

⁹⁴ MAAR Associates, Inc., *Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania* (Report submitted to The American Swedish Historical Museum and The Pennsylvania Historical and Museum Commission, October 1990).

⁹⁵ Philadelphia Maritime Exchange, *Hand Book of the Lower Delaware River* (Philadelphia: George S. Harris and Sons, printers, 1895).

and the dead would be buried on site. All cargo and possessions would be “purified,” and the ship scoured and whitewashed clean. The quarantine process at this stage could take a week to longer than a month. On May 17, 1799, the Board of Health began to delineate the roles and functions of the Lazaretto staff including the Resident Physician, Quarantine Master, Steward, and Matron.⁹⁶ Reviewing Board Minutes, it is apparent that the organization and regulations of the new Lazaretto operations were constantly changing and expanding.

Early on, the quarantine system in Pennsylvania was not always taken seriously. For example, in 1804, the Board of Health moved to indict John Ferguson, master of the schooner “Monongahela Farmer” from New Orleans bound for Philadelphia, because he had committed a breach of quarantine. While anchored in quarantine he permitted thirty-two passengers to go ashore before they had submitted to the required examination. Although the incident was reported, the complaint was ultimately ignored.⁹⁷ Similar incidents are recorded in the Board of Health Minutes. Two years later, a public notice was distributed with,

“RESOLVED that all ships or other vessels arriving in the River Delaware, and bound to the Port of Philadelphia prior to the commencement of the quarantine season, and having sick on board of any disease, be directed to come at the Lazaretto, in order to be visited by the Lazaretto Physician, and land such sick persons before they proceed to the city.”⁹⁸

In 1807 a formal notice was published and publicly posted;

“And be it further enacted by the authority aforesaid, That all Ships or Vessels, as well as vessels of War as Merchant Vessels, coming from any

⁹⁶ Philadelphia Board of Health Minutes, 17 May and 28 May 1799, Philadelphia Board of Health, 37.1, Philadelphia City Archives, Philadelphia.

⁹⁷ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

⁹⁸ Philadelphia Public Notice, 1806, Public Notices, 37.4, Philadelphia City Archives, Philadelphia.

port of place within the United States, and bound to the port of Philadelphia, between the first day of June and the first day of October in every year, and having on board any goods or merchandise, the growth or produce of any foreign place or country, or any person or persons, bedding or clothing from any foreign port or place shall come to anchor opposite the said Lazaretto, and shall be examined by the Lazaretto Physician and Quarantine master, and if the captain or master of any such ship or vessel shall produce satisfactory proof, as the Board of Health shall in that case direct to be required, that the said goods or merchandise shall have been landed in the United States more than thirty days and are free from damage, and that the said vessel, bedding, clothing and persons are free from infection of any dangerous contagious disease, the small-pox and measles excepted, then and in that case the said Physician and Quarantine master shall give to the captain or master of such ship or vessel a certificate of the facts, permitting such ship or vessel to proceed to the city, which certificate the said captain or master shall present at the Health Office in Philadelphia within twenty-four hours after his arrival and safely mooring there; and if he should neglect so to do, being thereof legally convicted under this act, he shall be sentenced to pay a fine of *Two Hundred Dollars*, to be recovered and appropriated as in hereinafter directed and provided; and if the said captain or master shall fail to produce such satisfactory proof as aforesaid, of the wholesome state of the said vessel, goods, merchandise, bedding, cloathing, and persons, the said vessels, goods, merchandise, bedding, cloathing, and persons shall be detained at the Lazaretto, and shall be proceeded with in the same manner, and subject to the same orders and regulations, as are herein before provided and directed in the case of vessels coming directly from a foreign port or place; and if the captain or master of any ship or vessel, coming from any port or place within the United States, and bound to the port of Philadelphia, having on board any goods or merchandise, bedding, cloathing, or persons as aforesaid, shall refuse or neglect to come to anchor opposite the Lazaretto, and shall pass the same with intent to proceed to the City without examination, by, and certificate obtained from, the said Physician and quarantine master as aforesaid, he shall on conviction, forfeit and pay the sum of *Five Hundred Dollars*, to be recovered and appropriated as is hereinafter provided and directed, and the said vessel, goods, merchandise, bedding, cloathing, and persons shall be send back to the Lazaretto, there to be proceeded with in such manner as the Board of Health, agreeably to this act, shall in that case devise and direct.”⁹⁹

While the Lazaretto was concerned with the sick arriving on ships, the hospital also served and buried people from Philadelphia with infectious diseases. On November

⁹⁹ Philadelphia Public Notice, 1807, Public Notices, 37.4, Philadelphia City Archives, Philadelphia.

5, 1800, John Bather paid \$6.00 to the Board of Health for a “coffin interment of a poor woman from Gaskill Street said to have died of a contagious fever.”¹⁰⁰ The Board of Health mandated that all persons who died from a contagious disease while in quarantine be buried on the grounds.

Although the Lazaretto was established in a new location and strict regulation was in place, the fear of epidemic did not cease. In 1824, a man from an oyster boat, dangerously ill with smallpox, landed in Chester, Pennsylvania. Citizens sent him in a market wagon to the Lazaretto for treatment. His last words requested a glass of water and shortly thereafter he died while waiting to be admitted. The borough authorities were later criticized for this act.¹⁰¹

However, the activities and daily operations of the Lazaretto were not always filled with controversy and dramatic stories. In fact, the station had a very organized, regimented, and well-documented quarantine operation. Accounts documented in the Day Books illustrate a vibrant and busy community. Scenes of ships and schooners anchored in the river, bargemen boarding their tugs to go and meet the newcomers, the physician and quarantine master examining passengers, hired hands moving wagons of dirty bedding and cargo, the steward, gardeners, and servants maintaining the grounds and buildings, the matron and nurses tending to the sick in the wings of the Main Building, regular purchasing of food, supplies, and coffins, and hiring of washwomen, temporary men, and nurses are all vividly described in the entries. In addition, inventories from 1803 through 1854, 1856, and 1893 list in great detail the contents of

¹⁰⁰ Philadelphia Board of Health Minutes, 5 November 1800, Philadelphia Board of Health, 37.1, Philadelphia City Archives, Philadelphia.

¹⁰¹ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

each room of the Main Building and outbuildings, and paint a picture of a well-stocked, decorated, and aptly furnished medical facility. Each inventory describes the Committee Room, Hall, Front Room Lower, Story, Back Room Lower Story, Store Room, Hospital, Ironing Room, Bargemen Room, Kitchen, Bake House, Passengers House, and Barn. Some inventories go into greater detail listing uses for particular rooms such as the Gardener's Room and Dining Room.

Today, yellow fever is now understood to be transmitted only by mosquitoes of the genus *Aedes*.¹⁰² Therefore, despite nineteenth-century quarantine efforts, another major yellow fever epidemic, in June of 1870, resulted in a controversial campaign for the removal of the Lazaretto in Tinicum, triggered by the arrival of the brig "Home" at the Lazaretto loaded with logwood from the Black River in Jamaica. Upon inspection there appeared to be no sickness, but the condition of the vessel was filthy. Health officers learned that the captain had died and was buried at sea four days after the brig left the Jamaican port. The contents and cargo of the ship were taken to the adjoining United States government wharf and the brig was fumigated for twenty days. Pronounced clean, the vessel was given permission to go on to its destination.

However, during fumigation, barges were sent from Philadelphia to remove the logwood. Mrs. Jane Dagitt and her son, Thomas Dagitt Jr., on one of the barges were admitted to the Lazaretto, sick with yellow fever, on July 19th and died within the week. Filthy rags were taken ashore and burned with a strong wind blowing from the south. Soon thereafter, Mrs. Ann Enos and Anne Sharp were stricken at the adjacent Tinicum Hotel kept by Jacob Pepper and were dead within a week. Then, from August 6th to

¹⁰² Edward T. Mormon, "Guarding against alien impurities : the Philadelphia Lazaretto 1854-1893," *The Pennsylvania Magazine*, 1984.

September 8th, yellow fever claimed the lives of six additional people including Mrs. Eva Kugler, wife of the Steward, Lazaretto Physician Dr. William Thompson, Mrs. Fannie Gartsell, a nurse at the Lazaretto for fifteen years, Lazaretto gardener William Dillmoso, Quarantine Master Robert Gartside, and Beth C. McGuinnes, a nurse.¹⁰³ Doctors from Chester, Pennsylvania were called in and appointed temporary physicians. According to the Lazaretto Hospital Register, at the close of the quarantine season in 1870, eight people died of yellow fever in the Lazaretto Hospital and nine were cured. All cases were related to the brig “Home” incident.

The tragedy was subsequently pronounced as yellow fever to the public in the neighborhood, Chester, and even Philadelphia causing the fear of epidemic to spread. Belief was that yellow fever could be airborne and carried on winds.¹⁰⁴ A caption to an illustration from *Harper's Weekly* in 1858 quotes a doctor as saying, “While the Angel of Death rides on the fumes of the iron scow, and infected airs are wafted to our shores from the anchorage, we shall have no security against these annual visitations of pestilence” (see figure 95).¹⁰⁵ Soon thereafter, a bill, signed by 1000 residents, was introduced to sell the Lazaretto on Tinicum Island and build a new quarantine on Little Tinicum Island. The bill soon died, but factions were formed between supporters of the Lazaretto in Essington and those who sought for its removal, called “Removalists.” These “Removalist” groups formed in other cities as well. At times their efforts became violent. An article about a Staten Island incident from *Harper's Weekly* in 1858 reads,

¹⁰³ Atwater Kent Museum Collection, The Lazaretto Hospital Register – T.I.P. Stokes Lazaretto Physician, Atwater Kent Museum, Philadelphia.

¹⁰⁴ *Here is to Your Health: A Salute to the History and Service of the Philadelphia Department of Public Health*, Exhibition Catalog (Philadelphia: Philadelphia Department of Records and the Philadelphia Department of Public Health, 1999).

¹⁰⁵ *Harper's Weekly*, “Attack on the Quarantine Establishment,” September 11, 1858.

“For years the existence of a quarantine hospital on Staten Island has been a grave injury to the city and to the island, breeding pestilence on the latter...and occasioning every year yellow fever panics which inflicted severe injury on the trade of the port. A commission, appointed by the governor, had done nothing about removing the source of trouble, and the Staten Islanders took matters into their own hands. On Sept. 1, at nine o'clock in the evening, a large party, 'disguised and armed,' attacked the hospital from two sides, removed the patients, and set the buildings on fire” (see figure 96).¹⁰⁶

This contentious issue in Pennsylvania invoked legislative interest in July of 1872 when Governor Geary made a visit to the Lazaretto - the only time it was ever visited by an executive officer of the state. In that same year, Removalist efforts were again presented in the legislature with a bill requesting the removal of the Lazaretto to another site, this time not specified. However, they were again defeated due to recent and costly improvements made on the property and the interests of long-term residents of the Lazaretto.¹⁰⁷

At the same time, in the 1870s, European immigration began to increase dramatically. This increase was due in part to a change in transportation from sailing vessels to steamships. Shorter periods of sailing meant improved health conditions on board.¹⁰⁸ In 1873, the American Steamship line transformed the population of Philadelphia. Over 4000 passengers were inspected at the Lazaretto that year. One year prior, in 1872, fewer than 500 passed quarantine. By 1879, these numbers soared when nearly 30,000 people immigrated to Philadelphia.¹⁰⁹

¹⁰⁶ *Harper's Weekly*, “Attack on the Quarantine Establishment,” September 11, 1858.

¹⁰⁷ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884).

¹⁰⁸ Lawrence Guy Brown, *Immigration* (New York: Longmans, Green, and Co., 1933, 118-119).

¹⁰⁹ Edward T. Mormon, “Guarding against alien impurities : the Philadelphia Lazaretto 1854-1893,” *The Pennsylvania Magazine*, 1984.

However, the Removalist movement did not subside. By 1891, a formal anti-Lazaretto campaign began and another bill was introduced by State Representative Ward Bliss to end municipal control of and relocate the station. Fear of cholera in 1893 helped the Bliss bill to pass. On June 5, 1893, by an Act of Assembly, “The Old Lazaretto shall thereafter be abandoned and turned over to The City of Philadelphia.”¹¹⁰ A new quarantine station was scheduled to be constructed further down the Delaware River, at Marcus Hook. The Lazaretto Property was officially vacated in 1895 and the Marcus Hook Station was up and running.¹¹¹ The Marcus Hook quarantine station was closed in 1919.¹¹²

D. Orchard Club

The Lazaretto Property did not stay vacant for long. Its prime waterfront location, proximity to Philadelphia, and natural areas for hunting, fishing, and boating provided a haven for the wealthy and summer residents. In 1895, Tinicum’s first trolley lines were laid and recreational areas, picnic groves, hotels, hunting and fishing lodges, hotels, and boating clubs were soon developed. Places like the Riverside Hotel, greatly altered and today the Lagoon, the Rosedale Inn, now demolished, and a hotel, now the core of the Corinthian Yacht Club, were established. By 1900, the population had increased to nearly 500, double what it was in the nineteenth century, and Tinicum harbor had become a teeming pleasure resort (see figure 29).¹¹³

¹¹⁰ The City of Philadelphia to Frank A. Mills, deed dated January 6, 1937, Deed Book 1026, Page 109, Delaware County Recorder of Deeds, Media, Pennsylvania.

¹¹¹ Ibid.

¹¹² *A Bill*, S. 3594, 75th Cong., 3rd sess., (January 5, 1938).

¹¹³ Delaware County Planning Department, *Historic Resources Survey: Tinicum Township, Delaware County, Pennsylvania* (Report, Lima, Pennsylvania, 1994).

Located away from the city and on an ideal riverfront setting, the Philadelphia Athletic Club leased the Lazaretto Property from the City of Philadelphia in the mid-1890s.¹¹⁴ According to a 1902 map, the Club apparently also leased the adjoining six-acre Government Property until sometime before 1909 when it was leased by John Sheppard (see figures 22 and 23). By the turn of the century, the Lazaretto had been transformed into a resort of leisure and recreation for society's affluent. Grape arbors and tennis courts occupied the landscape (see figures 33 and 34). The site later became known as "The Orchard Club." A postcard from 1908 shows that a baseball diamond was created on the north lawn of the Lazaretto Property (see figures 31 and 32).

E. World War I and the Seaplane Base

Another shift not only in the Lazaretto's use, but also the nation's history occurred in the years before the first World War when aviation was in its infancy. The site of the Lazaretto became the setting for many historic milestones in seaplane aviation development and innovation. Some of America's historic aviator leaders and heroes are also part of the Lazaretto's history and add to its national significance as a place for innovation and pioneering.

A few years after the Wright brothers made advances in airplane invention and development, the concept of a machine which could descend and propel itself on water possessed the mind of Glenn H. Curtiss in 1911. A pioneer in seaplane innovation, Curtiss made the first successful seaplane flight in America. His contributions to aviation

¹¹⁴ Ibid.

also included flying boats and airplanes, which could take-off and land on a carrier ship. He is considered the father of naval aviation.¹¹⁵

With war imminent, flying schools began cropping up almost immediately. The Navy's first flying school opened at the site of the Naval Air Station in Pensacola, Florida, in 1913, only two years after the Navy purchased its first aircraft, the A1 Triad, from Glenn Curtiss.¹¹⁶ The same year, aviation enthusiasts Colonel Robert Edward Glendinning and George C. Thomas set up the Essington School of Flying, which later became known as the Philadelphia Seaplane Base, Pennsylvania's first water flying school.¹¹⁷ They set up operations at the Lazaretto, on lease from the City of Philadelphia, using the eighteenth century buildings (see figure 24).¹¹⁸ The school catered to sons of the wealthy like Joseph N. Pew Jr., son of the founder of Sun Oil Co.¹¹⁹ The formal opening of the seaplane base was in February of 1916.¹²⁰

Glendinning, a University of Pennsylvania alumnus (1888), a successful banker, became the first person from outside New York to hold the position of Governor of the New York Stock Exchange (see figure 97). He contributed substantially to American wartime aviation during the First World War, ending his military career as colonel after being awarded the Distinguished Service Medal by the United States government.

¹¹⁵ Mary Bellis, "Seaplanes," About.com, <http://inventors.about.com/library/inventors/blseaplanes.htm> (accessed May 1, 2005).

¹¹⁶ M.L. Shettle Jr. U.S. Naval Air Stations of World War II. Vol. 1. Osceola, WI: Motorbooks International, 1997.

¹¹⁷ *Aerial Age Weekly*, "Essington School in Philadelphia for Water Flyers Will Open Soon," April 14, 1919.

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¹¹⁹ Arden Skidmore, "Lazaretto: It Guarded Our Shores," *Daily Times Magazine*, May 15, 1965.

¹²⁰ Jennings R. Backus, "Biography of Frank Mills and the Development of the Philadelphia Seaplane Base" (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield, New Jersey, 1976).

Glendinning's other achievements included being one of the founders of Chestnut Hill Hospital and Philadelphia School for the Deaf. He died in 1936 of pneumonia.¹²¹

When the seaplane base in Essington formally opened in 1916, Glendinning purchased a Curtiss flying boat, or Hydro-plane, for the facility (see figure 98). It was built in Hammondsport, New York and shipped by rail to Essington the same year. With the aircraft came a man by the name of Frank Mills to help assemble it and teach Glendinning how to fly. Except for serving in World War I, Mills would remain at the Lazaretto for the remainder of his life.

Born on January 12, 1889 in Chicago, Illinois, Frank Mills grew up with a keen interest in mechanical devices. At age thirteen he was sent out on a schooner as an auxiliary engineer. Working on the Panama Canal, Mills saw an aircraft fly overhead which sparked his interest in aviation. In December of 1913, Mills began flying lessons at the Glenn Curtiss Flying School in San Diego, California for \$1.00 per minute and \$1500.00 for insurance. After receiving his diploma, Mills went to Buffalo, New York to work for Curtiss as a pilot, flight instructor, and mechanic. In 1915, Mills and associate Beryl H. Kendick entered the Curtiss Marine Trophy Race, which awarded the person who flew the greater number of miles in one day in a seaplane. After several mishaps and terrible weather they abandoned their mission for the Trophy, but continued flying sightseers at Atlantic City, New Jersey. Mills was sent by Curtiss to Essington in 1916 to put together the Curtiss Hydro-plane.¹²² After Mills assembled the aircraft, Glendinning

¹²¹ Ashish Shrestha, "Robert Edward Glendinning, Class of 1888," University of Pennsylvania Archives, <http://www.archives.upenn.edu/histy/students/undergrad/1888/glendinning.html> (accessed March, 2005).

¹²² Jennings R. Backus, "Biography of Frank Mills and the Development of the Philadelphia Seaplane Base" (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield, New Jersey, 1976).

offered him a position as a mechanic and Assistant Instructor. With Walter Johnson, school coordinator, he helped set up the school facilities and operations. With World War I on the horizon, the school offered free flying lessons to any college student who promised to enlist into an air service if the United States were to go to war.

By July 18, 1914, the Aviation Section of the Signal Corps, part of the United States Army, was established.¹²³ As war drew near, in early 1917, the Army Signal Corps took over the Essington Flying School to train military squadron flyers and the Lazaretto Property was named Chandler Field. Under the command of Captain L. E. Goodier, Jr., a retired pioneer army pilot, the 45th and 143rd Aero Squadrons were stationed there. Mills was designated Senior Civilian Instructor, while Captain W.C. Ocker was Officer in charge of Flying. Ocker was also an early instrument flying pioneer, referred to as “blind flying.”¹²⁴ More planes and equipment were used including two Curtiss “F” flying boats, one early converted Curtiss “Grasscutter with coffin shaped pontoon having bamboo poles, taped and wrapped with bail wire, extending to the rear elevators and rudder,” and four Curtiss N9 seaplanes.¹²⁵ In November 1917, the squadrons and equipment were transferred to newly constructed Gerstner Field near Lake Charles, Louisiana for winter operations.¹²⁶

In the spring of 1918, Mills was transferred to Mineola, Long Island as a civilian flight instructor. He was then stationed in Indianapolis, Indiana during Armistice. At the

¹²³ Mary Bellis, “The History of the Airplane,” About.com, http://inventors.about.com/library/inventors/bl_wright_brothers.htm (accessed May 1, 2005).

¹²⁴ Jennings R. Backus, “Biography of Frank Mills and the Development of the Philadelphia Seaplane Base” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield, New Jersey, 1976).

¹²⁵ Essington Air Service Group, “55th Anniversary 1919-1974” (reunion pamphlet, Essington, Pennsylvania, 1974).

¹²⁶ Harold E. Morehouse, “Frank Mills: Early Curtis Pilot – Instructor” (working paper, Flying Pioneers Biographies Collection, National Air and Space Museum, Archives Division, Smithsonian Institution Washington, DC, n.d.).

end of the war, Mills was offered a position as an airmail pilot, but turned it down to lease the Essington facility at which the Army had discontinued use. He purchased all of the Army runways and material for hangars, once used at the Essington site, at auction. He and his wife moved back to Essington, leased the Lazaretto Property to reopen the flight school, and hauled their aircraft to West Palm Beach for winter operations.¹²⁷ Gradually, Mills improved the Essington seaplane base and created a profitable and successful business that he continued to run at the Lazaretto Property for the remainder of his career.¹²⁸

Frank Mills and his wife, Anna Armstrong Mills, had three sons, Frank Jr. (1917), Robert (1920), and William (1924). Throughout their youth, the three brothers worked with their father at the base after school and on weekends. Sometimes he would take them along on business. Eventually all three got their pilot and mechanic licenses.¹²⁹

After the war, the city of Philadelphia declared “by an Ordinance to authorize the sale of the unused and unproductive salable real estate owned by the City” on September 1, 1936.¹³⁰ Frank A. Mills and his wife Anna quickly purchased the property on January 6, 1937 for \$10,500 and continued its use as a seaplane base.¹³¹ After the acquisition, Mills began to lease the southwestern 1.32 acres with the Physician’s House and Barn to

¹²⁷ Jennings R. Backus, “Biography of Frank Mills and the Development of the Philadelphia Seaplane Base” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield, New Jersey, 1976).

¹²⁸ Harold E. Morehouse, “Frank Mills: Early Curtis Pilot – Instructor” (working paper, Flying Pioneers Biographies Collection, National Air and Space Museum, Archives Division, Smithsonian Institution Washington, DC, n.d.).

¹²⁹ Millville Army Airfield Museum Archives, “Outline of the History of the Philadelphia Seaplane Base and the Mills Family of Essington, Pennsylvania” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield Museum, New Jersey, nd.).

¹³⁰ The City of Philadelphia to Frank A. Mills, deed dated January 6, 1937, Deed Book 1026, Page 109, Delaware County Recorder of Deeds, Media, Pennsylvania.

¹³¹ Ibid.

the Riverside Yacht Club on April 1, 1937.¹³² The Club took over the Physician's House and Barn for their use.¹³³ On November 15, 1939, the Riverside Yacht Club eventually purchased the property and continues to own it to the day of this writing (see Appendix A).¹³⁴

The adjacent United States Government Property was simultaneously declared a surplus in 1936 by the United States Treasury Department. The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments declared the area of national historic significance in March of 1938. (It should be noted that the Government Property was regarded as nationally significant in the 1930s for its Swedish Settlement history and not for its use as a quarantine station. Also, the property was never declared a National Historic Landmark nor has it been listed on the National Register of Historic Places.) Aware of its historical importance, the Pennsylvania Historical and Museum Commission and Museum Commission (PHMC) focused their attention on the property. They desired that it be turned over to the National Park Service so that it could eventually be incorporated with Governor Printz State Park and used for the upcoming Printzhof's 300th Celebration. The National Park Service and PHMC petitioned the Procurement Division in Washington D.C. to withhold the property from sale until they could figure out a solution for the site. In March of 1938, Bill S. 3594 was introduced by Senator Guffey to transfer the property to the State of Pennsylvania. However, the Bureau of the Budget made a provision that the State pay 50% of the purchase price (unknown). The State was unwilling to do so and the property was instead leased to Essington Yacht and

¹³² Frank Mills and his wife Anna L. Mills to Riverside Yacht Club, deed dated April 1, 1937, Deed Book 1028, Page 59, Delaware County Recorder of Deeds, Media, Pennsylvania.

¹³³ Arden Skidmore, "Lazaretto: It Guarded Our Shores," *Daily Times Magazine*, May 15, 1965.

¹³⁴ Frank Mills and his wife Anna L. Mills to Riverside Yacht Club, deed dated November 15, 1939, Deed Book 1079, Page 398, Delaware County Recorder of Deeds, Media, Pennsylvania.

Repair Company, formerly Yacht Repair and Storage Company, in August of 1938. In August of 1940, the six-acre property was transferred to the Navy Department in preparation for the War.¹³⁵

Frank Mills Sr. died in December 1940 of pancreatic cancer. His son, Robert, or Bob as he was commonly called, Mills came back from a job he had working for Pan American Airways to operate the Philadelphia School of Aviation. However, the day after the bombing of Pearl Harbor on December 7, 1941, Bob Mills received a telegram from the United States government ordering the removal of all propellers from the aircraft at the school to prevent from sabotage because the oil refineries were near to the base.¹³⁶ Therefore, Mills would be out of business for quite some time. He left Essington to work at the Naval Aircraft factory and later joined the Navy as Seaman 2nd Class in the Aviation Cadet Program. He got his “Wings” in 1943 when he graduated at Pensacola, Florida as an Ensign and Naval Aviator.¹³⁷ During the war he flew TBM Avengers and served in the Pacific with a torpedo squadron based on the carrier USS Santee.¹³⁸ In 1944, Mills was awarded the Distinguished Flying Cross for his participation in the Leyte Gulf during the war.¹³⁹

When World War II ended in 1945, Mills was released from active duty with the United States Navy, but remained in the Reserve. He returned to the Philadelphia School of Aviation in Essington, which his brother Frank had been operating. William, or Bill,

¹³⁵ National Park Service and Pennsylvania Historical and Museum Commission Letters, 1937-1947, National Park

Service File, Northeast Regional Office, Philadelphia,

¹³⁶ Robert Murray, “1996 SPA Pilot of the Year: Bob Mills” *Water Flying*, 1997 annual.

¹³⁷ Millville Army Airfield Museum Archives, “Outline of the History of the Philadelphia Seaplane Base and the Mills Family of Essington, Pennsylvania” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield Museum, New Jersey, nd.).

¹³⁸ Robert Murray, “1996 SPA Pilot of the Year: Bob Mills” *Water Flying*, 1997 annual.

¹³⁹ William Henry Duncan Jr., “C. Robert Mills: An Aviator to Remember” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield Museum, New Jersey, nd.).

Mills got out of the Navy in 1946, at which time, all three brothers carried on their father's legacy and operated the seaplane base. They also continued using the corrugated iron hangars, original railway for launching, and first winch. The remainder of the property not used for seaplane operations was a dry dock and marina called Governor Printz Marina. Bob taught fledglings and managed the seaplane operations, William handled boat yard services, and Frank worked as sales engineer for an aircraft radio firm based in Newark.¹⁴⁰

After the War ended, the Government Property resumed being rented by the Essington Yacht and Repair Company and again, the Pennsylvania Historical and Museum Commission set their sites on acquisition. Another Bill was introduced in 1947 to transfer the Government Property to the State, but was denied in Committee and Pennsylvania had no interest in it "whatsoever."¹⁴¹ The issue was then seemingly dropped as correspondence letters in National Park Service files cease in regards to the property.

Recognized for its historical significance, the Lazaretto Property was put on the National Register of Historic Places on March 16, 1972. It should be noted that only six acres of the ten-acre property were nominated. The specific boundaries of these six acres were not specified. When the nomination form was prepared in 1970, the Main building wings had been converted into apartments used as private residences for the Mills

¹⁴⁰ Betsy Kerr, "World War I Seaplane Pilots Mark 50th Year in Reunion at Their Flying School in Essington," *The Evening Bulletin*, May 25, 1967.

¹⁴¹ Weldon B. Heyburn, Senate of Pennsylvania, to George A Smith, Essington Yacht Yard, December 23, 1947, NPS Files.

brothers (see figures 57-59). The rooms of the central pavilion were filled with old aircraft parts, but were “in good original condition and could easily be restored.”¹⁴²

From 1972 to 1975, Bob Mills worked as operations manager and chief pilot for Downtown Airways, a commuter service between Philadelphia and New York that used float-equipped Piper Aztec and Dehaviland Twin Otter aircraft. He was still working part-time at the Philadelphia School of Aviation. When Downtown Airways ceased to exist, Mills went back to operating the base alone (see figures 99-102). He retired from the Reserve in 1980 with the rank of Commander.

Over the years, Mills has received a great deal of recognition for his achievements in aviation. In 1990, he was awarded the Certificate of Appreciation from the Federal Aviation Main (FAA). The FAA also awarded him the Charles Taylor Award, in 1994, for aircraft maintenance for fifty years. Mills received the Pilot of the Year Award from the Seaplane Pilots Association (SPA) in 1996. In 1997, he was honored with the Annual Wright Brothers Award from the Aero Club of Pennsylvania, a club his father helped found.¹⁴³ Mills’ wife also maintained an extensive aviation history museum out of the central pavilion of the Main Building.

Bob Mills worked and lived continuously at the Lazaretto and Philadelphia Seaplane Base. However, in the late-1980s and early 1990s, real estate taxes tripled, commercial hull insurance increased, a fast-encroaching Philadelphia International Airport put restraints on conditions of seaplane flying out of the base, and Mills was

¹⁴² National Park Service, United States Department of the Interior. *National Register of Historic Places Inventory-Nomination Form for the Lazaretto*. Pennsylvania Register of Historic Places, Pennsylvania Historical and Museum Commission, March 16, 1972.

¹⁴³ Millville Army Airfield Museum Archives, “Outline of the History of the Philadelphia Seaplane Base and the Mills Family of Essington, Pennsylvania” (working paper, Millville Army Airfield Museum Archives, Millville Army Airfield Museum, New Jersey, nd.).

getting ready to retire. He put the Lazaretto Property up for sale and it remained on the market for nearly a decade. In June of 2000, Island Marine Partners L.L.C., a developer, purchased the property from Mills for \$2.15 million. By December of 2000, Mills moved to Eagles Nest, Florida, an aviation community, with five of his planes.¹⁴⁴ He lives there to the time of this writing. Mills subsequently donated most of the aviation museum's collections to the Millville Army Air Field Museum (MAAFM) in Millville, New Jersey. The Smithsonian was interested in some pieces, but Mills wanted to donate the collection in its entirety. The MAAFM is open to the public and has a permanent display room of over 1000 items of photographs, memorabilia, and artifacts, most dating to World War I and World War II (see figure 104).¹⁴⁵

F. Today

When Bob Mills sold the ten-acre Lazaretto Property to Island Marine Partners L.L.C. in June of 2000, the site faced the threat of demolition. Although still in use as an active marina and dry dock, the new owners had new plans for the land. Three plans were proposed to Tinicum Township; a satellite, 889-space, airport parking lot with an attendant booth, a two-story restaurant, or a ten-story restaurant, lounge, and marina. All three plans called for demolition of the extant historic structures and a permit was subsequently requested. There are no local preservation ordinances protecting the site and its historic structures. Its National Register designation does not inhibit privately funded projects or demolition.¹⁴⁶

¹⁴⁴ James Wynbrandt, "End of an Era: Philadelphia Seaplane Base is Closing," *The Flyer*, October, 27, 2000.

¹⁴⁵ Guy Robbins (Director, Millville Army Airfield Museum), in discussion with the author, March 2005.

¹⁴⁶ Kathy Wandersee, "Significant Historic Building in Tinicum Threatened," news release, August 7,

However, local and national preservation advocacy and interest groups, Township and State officials, and concerned members of the community immediately responded in 2000 and began scrambling to save the Lazaretto. A thirty-member committee, Friends of the Lazaretto, was formed to help pull together financing. Members of the Friends of the Lazaretto came from a wide array of organizations including the Preservation Alliance for Greater Philadelphia, Delaware County Historical Society, and National Park Service.

Local residents also responded to the Island Marine Partners L.L.C. proposals. They were distressed by the possible loss of one of Delaware County's, and perhaps one of the nation's, most historic structures. But concern due to the impact on their community of the proposal put the developers proposed the airport parking lot at the height of their agenda. Unbearable traffic, decrease in safety, and increase in noise would result from the hundreds of cars coming and going daily. Other issues raised by concerned residents were potential declines in their property values, oil and pollutant run off into the Delaware River, and an addition to the overcrowding by the six airport parking lots already existing in the township.¹⁴⁷ Resident John Hines, who lives one block from the Lazaretto, was quoted in a local newspaper, "It's going to be a damn eyesore... They're talking about putting it plum-smack in the middle of a residential area."¹⁴⁸

By 2001, Tinicum officials and the Friends of the Lazaretto had launched a full-scale campaign to preserve the Lazaretto Property. The owners are asking for \$3.1

2000.

¹⁴⁷ Joann Klimkiewicz, "Students and Officials Vow to Save Historic Hospital," *Philadelphia Inquirer*, September 29, 2000.

¹⁴⁸ Matt Schwartz, "Can Lazaretto Come Back to Life?," *Daily Times*, October 2, 2000.

million but have agreed to put the demolition on hold while the township tried to raise the money for acquisition.¹⁴⁹ The Township hopes to raise funds with grants and private donations.¹⁵⁰ Also in 2001, the zoning board denied all three plans submitted by Island Marine Partners L.L.C. as well as an additional plan for a riverboat gambling casino.¹⁵¹

To spread public awareness, members of the Friends of the Lazaretto reached out to preservation newspapers, journals, and promotional organizations. In 2001, Randy Cotton, of the Preservation Alliance for the Greater Philadelphia, nominated the site for the National Trust's "America's 11 Most Endangered Historic Places," but the Lazaretto did not make the list.¹⁵² It did, however, make Preserving Pennsylvania's "Pennsylvania At Risk 2001" and the Preservation Alliance for Greater Philadelphia's "Philadelphia's Most Endangered Historic Properties" in 2003.

Their efforts were rewarded when the Pennsylvania legislature authorized \$400,000 in the 2001 budget to contribute to the down payment.¹⁵³ Then, in 2002, a \$200,000 Community Revitalization Program grant was announced by the state Department Community and Economic Development by lobbying leaders of the General Assembly.¹⁵⁴ Although the money was meant to go toward a feasibility study, access to the site was denied by the owners.¹⁵⁵ Most recently, the Township applied for a matching grant at the governor's office, for which approval is currently pending. The Township

¹⁴⁹ Inga Saffron, "Tinicum Trying to Save a Place that Saved Lives," *Philadelphia Inquirer*, May 4, 2001.

¹⁵⁰ Joann Klimkiewicz, "Tinicum Joins Effort to Buy Historic Hospital," *Philadelphia Inquirer*, October 26, 2000.

¹⁵¹ Joann Klimkiewicz, "Preservationists and Developer in Race to Buy Hospital," *Philadelphia Inquirer*, January 1, 2001.

¹⁵² The National Trust for Historic Preservation, *America's 11 Most Endangered Historic Places 2001 Nomination Submission for the Lazaretto*, Randy Cotton, Preservation Alliance for the Greater Philadelphia, January 2001.

¹⁵³ Inga Saffron, "Tinicum Trying to Save a Place that Saved Lives," *Philadelphia Inquirer*, May 4, 2001.

¹⁵⁴ Erik Schwartz, "Lease on Life for Lazaretto," *Daily Times*, May 7, 2002.

¹⁵⁵ Norbert Poloncarz, Tinicum Township Manager, discussion with the author, March 2005.

has since entered into an agreement of sale with Island Marine Partners L.L.C. under the condition that they receive the grant.¹⁵⁶

Norbert Poloncarz, Tinicum Township Manager, mentioned that an additional \$2 million will be required for stabilization. Until that money is obtained, the Township plans to “mothball” the property to await a feasibility study and more funding. As of April 19, 2005, Tinicum Township is slated to receive a \$5.5 million 50% matching grant, from the state. These funds are to be applied to the preservation of the Lazaretto and construction of a new fire house on the northern end of the property. While some residents and a commissioner have criticized the Township for entering into the grant, other officials are elated.¹⁵⁷

3. SCIENTIFIC VALUE

The *Burra Charter* definition for Scientific Value:

“The scientific or research value of a place will depend upon the importance of the data involved, on its rarity, quality or representativeness, and on the degree to which the place may contribute further substantial information.”¹⁵⁸

The *Burra Charter* allocates a section specifically designated for information that the site is likely to yield, just as the NHL Criterion 6 does in the Guideline for Developing Historic Context. Designation criteria like these are developed primarily to recognize archaeological properties that could potentially contribute to the site’s cultural significance. Both methods weigh heavily on not only the potential to gain information but also the importance of the data that could be collected.

¹⁵⁶ Ibid.

¹⁵⁷ Jeff Gelman, “Tinicum Grant to be Approved,” *Daily Times*, April, 19, 2005.

¹⁵⁸ Burra Charter Guidelines for Cultural Sig.

A. Archaeological Potential

The importance of the Lazaretto site is substantiated not only by what remains above ground, but what could potentially be below grade. Most changes that have taken place on the property have occurred on the earth's surface sealing off the wealth of information that is believed to lie in the ground. There have already been important findings from archaeological investigations on adjacent sites, as described below.

However, there are no known archaeological investigations that have taken place on the site and no new construction deeply penetrated the ground. The Lazaretto Property thus has great potential to yield archaeological evidence that could contribute to its scientific and historic value.

i. Native American Evidence

In October of 1990, MAAR Associates, Inc., in association with Frens and Frens, submitted a "Historical Documentation and Archaeological Investigations Conducted at Governor Printz Park, Essington, Delaware County, Pennsylvania" to the American Swedish Historical Museum and the Pennsylvania Historical and Museum Commission. This document contains histories of past archaeological investigations and the information yielded as well as the results of their own project. Although their studies were conducted at Governor Printz State Park, their findings make reference to the Lazaretto. Close proximity (less than 500 feet to the west) to the Park indicates the potential for similar evidence to be located on Lazaretto Property, as the banks of the Delaware River had a high concentration of Native American inhabitation.

Described in previous text, early archaeological excavations at Governor Printz State Park uncovered significant amounts of Native American artifacts. Native American objects were recovered in each of the three previous archaeological investigations. In 1990 alone, a total of 20,989 historic artifacts, 569 prehistoric artifacts, and 29 protohistoric artifacts were recovered. There is a high probability that similar results would be gained from an archaeological investigation or survey of the Lazaretto Property (see figure 93).

ii. Swedish Settlement Evidence

While most of the artifacts and architectural ruins of the Swedish Settlement were uncovered at the Governor Printz State Park, there is historical documentation indicating that the settlement extended eastward including the Lazaretto site. Histories of Delaware County, such as George Smith's *History of Delaware County, Pennsylvania* published in 1862, Henry G. Ashmead's history of the same name published in 1884, and J. Thomas Scharf and Thompson Westcott's *History of Philadelphia*, also published in 1884, indicate that the center of the Swedish Settlement was indeed concentrated on what is now two properties, the Governor Printz State Park and Corinthian Yacht Club property. However, there is ambiguity about some buildings' exact locations, the burial ground, and the boundaries of the village.

According to Ashmead, in the mid-seventeenth century, Tinicum Island was about a mile-and-a-half wide and surrounded by waterways. On the southwest point of the exposed land, the Swedes built "a little Lutheran Church made of logs, and the remains of the large block-house, which served them in place of a fortress, and the ruins of some log

huts.” Near the church was a burial ground located near the Tinicum Hotel, operated by Jacob Pepper.¹⁵⁹ The 1870 diagram indicates the location of Pepper’s House, which he operated as Tinicum Hotel, as being just west of the six-acre Government Property (see figure 21). This is an indication that the burial ground is somewhere on or near the six acres adjoining the modern Lazaretto Property, the present location of the Lagoon. However, Ashmead does go on to explain that the burial ground has been washed away and therefore is somewhere in the Delaware River if it survives at all.

Dr. George Smith also gives a description of the church and burial ground’s location: “The site of the burying place, and doubtless that of the church also was close to the margin of the river, and is now occupied by a part of its bed between the Lazaretto and Tinicum Hotel, but nearer to the latter.”¹⁶⁰ This suggests the burial ground is possibly on the six-acre property adjoining the Lazaretto.

Scharf and Thompson give their own description of the church and graveyard locations. “On the Delaware side of Tinnecum were situated Printz’s Hall and the first Swedish Church and churchyard on the Delaware, consecrated in 1646. This spot is now occupied by the Philadelphia Quarantine station and the Lazaretto Hospital, the site of the ancient fort and grounds belonging to it being adjacent to what is now the Tinnecum Hotel.”¹⁶¹ Their account would make the location of these resources closer yet to the Lazaretto Property and somewhere on the six-acre property.

Earlier archaeological investigations of Governor Printz State Park, performed by Donald A. Cadzow in 1937, revealed information suggesting that of the Swedish village

¹⁵⁹ Henry Graham Ashmead, *History of Delaware County, Pennsylvania* (Philadelphia: L. H. Everts & Co., 1884, 274).

¹⁶⁰ George Smith, *History of Delaware County* (Media, PA: Delaware County Institute of Science, 1862).

¹⁶¹ J. Thomas Scharf and Thompson Westcott, *History of Philadelphia* (Philadelphia: L.H. Everts, 1884).

extending as far as La Grange Street, east of the Lazaretto. In a letter dated October 15, 1937, Cadzow explains his findings to Mr. A. E. Demaray, Associate Director of the National Park Service:

“We believe the Swedish settlement on Tinicum Island extended up the Delaware River from the property of the Corinthian Yacht Club, across that now owned by the Commonwealth of Pennsylvania, under Taylor Avenue and on to the property of Charles Walber, then eastward across the property owned by the US Government, and on to the old Lazaretto Property sold by the city of Philadelphia to Frank and Anna Mills, on January 6, 1937. According to George Smith, History of Delaware County, H.N. Ashmead, Philadelphia, 1862, the settlement occupied about 25% of Tinicum Island. If this is true, the ruins of the old village would extend well eastward across LaGrange Street and into the modern town of Essington.”¹⁶²

Maps and illustrations of the Lazaretto and Governor Printz State Park also make reference to the Swedish Settlement exceeding the boundaries of the Park. A detail on a map by Bowen dating to 1862 illustrates the locations of early settlements and clearly marks the location of the “Printz Hall Church” (see figure 11). When compared to similar maps of Tinicum Island, the church is located in the same vicinity as the Lazaretto Property (see figures 2 and 26). A sketch plan, speculatively dated to the late 1930s, entitled “Plan of Property Adjacent to Printz-Lindbergh Park,” has a graphic overlay that extends the “Site of the Swedish Village” over the six-acre “United States Government” tract and well in the “Old Lazaretto” property (see figure 93).

iii. Foundations of Demolished Structures

As expressed in previous sections of this thesis, the architectural remains of the Lazaretto Property are only part of once was a larger complex, with more than twelve

¹⁶² Donald A. Cadzow to Mr. A. E. Demaray, 15 October 1937, Lazaretto File, National Park Service, Philadelphia.

buildings and a more than twelve buildings and two wharves stretching over sixteen acres of land along the Delaware River. Although, many of these structures have been demolished, there is a potential that their foundations may still remain buried below grade. The exact locations of some structures that have been mentioned in historical descriptions of the Lazaretto are unknown. However, most of the structural resources have been well-documented in description and historical maps retaining their precise locations (see figure 9). The former locations of significant structures that played an important role in the story of quarantine, like the Hospital Building, the Quarantine Master's House, Watch House, Ice House, Barrack, and Old Custom House, can all be located and may have foundations or other associated archaeological resources embedded in the ground.

There are other resources that might be uncovered by archaeological investigation. The landscape of the Lazaretto throughout the nineteenth century was manicured and kept by a gardener. Many fresh fruits were grown in an orchard and vegetables were collected from gardens. The Physician's House and Quarantine Master's House had private gardens. The Orchard Club also maintained the landscape and had extensive grape arbors lining the yard (see figures 33 and 34). Poking through the mown grass just south of the Main Building are iron railway tracks that were used during the Lazaretto's use as a seaplane base. These tracks lead directly into the corrugated sheds, water, and other locations along the front yard. Again, only portions are visible, but there is a potential to uncover what is left of the seaplane tracks.

iv. Onsite Burials

Since the quarantine station at the Lazaretto was mandated to bury those who died at the facility and other victims of contagious disease on the grounds, the site has significant archaeological potential to yield those graves and human remains. The graves were largely unmarked. Those that were have since lost their headstones. However, there are articles and citations in newspapers discussing the burials at the Lazaretto.

An excerpt from the *Upland Union* issued July 8, 1846 writes,

“During June, vessels at Lazaretto examined 123, of which 1/3 were from foreign ports and others coastwise. A majority of latter are not obliged by Quarantine regulations to stop at the Lazaretto. Ten persons were placed in the hospital and three have been buried at this place during the month.”

Another excerpt from the *Delaware County Republican* issued August 29, 1851 writes,

“Edward Miller, aged 23 years, died in the Lazaretto Hospital, on Sunday last, of Southern fever. He had been left at the station a week previous by the big Emily Weaver, from Mobile. – His father resides at Pottsville, Pa. Every attention was paid to the unfortunate young man at the Lazaretto, and his remains were entered in the burial place there.”

A detailed account of the Lazaretto burial ground is described in an article, “The Forgotten Dead: Neglected Graves at the Old Quarantine Station at Essington,” in the *Chester Times* on December 5, 1899. This article was written during the period when the Athletic Club of Philadelphia was using the Lazaretto as a summer home called the Orchard Club.

“In the grounds of that place is a space of ground about 100 feet square, where are buried threescore of bodies which have long ago been forgotten, and there is no one who can recall their names. The graves are unmarked. There are a few boards standing denoting the place of the graves, but time has obliterated the names of any which were ever there. . . It is in the far northwestern corner of these grounds, far away from the river, and shaded by a little scrub tree, that the bodies rest. When the athletic club took the grounds it laid out a baseball diamond, and the right field lies close to the graves. While the names of the persons who died are not known, yet it is

remembered by ‘Dave’ Brown that in one of the mounds rests the body of a former quarantine physician. ‘Dave’ is an old gray-haired colored man who has been connected with the Health Bureau for more than sixty years. The physician was honored with a more pretentious grave than the others. His resting place was built up of brick and the ruins are still in evidence. The other dead, as best ‘Dave’ can remember, range from captains of large ships to poor and ignorant immigrants. A majority of them died of typhus fever, known to sailormen as ship fever.”

The article also explained that the Bureau of City Property petitioned City Council for \$1000 to remove the bodies to Arlington Cemetery near Angorra, Pennsylvania to a “proper graveyard” for a “decent burial.” Nothing further was noted about any definite plans for re-interment. According to photographs of the Orchard Club’s baseball field, the grave site would be somewhere northwest of the Main Building near the site of the now demolished Hospital building (see figures 9 and 32).

4. SOCIAL VALUE

The *Burra Charter* definition of Social Value:

“Social value embraces the qualities for which a place has become a focus of spiritual, political, national, or other cultural sentiment to a majority or minority.”¹⁶³

This is a defining section under the *Burra Charter* that separates itself from its American comparable, the NHL Criteria. It is explicitly intended designed to incorporate community and stakeholder input into evaluations of a site’s importance, accommodating the memories and experiences that go beyond historical importance. Burra recommends that to accurately and thoroughly address social value, one must conduct a study involving lengthy surveys and interviews. However, for the purposes

¹⁶³ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places* (Brisbane: Australia ICOMOS, 1992).

and constraints of this thesis, public and personal opinion was extracted from previously conducted interviews, news articles, and personal interviews – which together suggest the broad directions towards which detailed evaluation of “social value” might lead.

The Lazaretto is valued for many different reasons to many people in the township, state, and nation. While some view it as a valuable historic resource and connection to their heritage, others see it as a means of recreation or business. The Lazaretto stands today because it had at least two successful reuses of long duration as an athletic club and seaplane base and continues to be culturally and socially valued.

The Lazaretto has played a significant role in not only immigration and medical history, but it also witnessed the birth of aviation and several milestones in seaplane history. The stories that the site hold are buttressed by the very high degree of architectural integrity of the remaining structures that made up the original Lazaretto Property. The exterior as well as interior are equally remarkable. As an established site on the National Register of Historic Places, the Lazaretto has the potential for National Historic Landmark designation. Preservation of the site has become a priority for many people from various professions with different agendas.

Interest in the Lazaretto as a historic site is not a new phenomenon. Historic American Building Survey (HABS) photographic and drawn documentation was done on the property as early as 1936 by Joseph P. Sims. Although the Lazaretto Property, which contains the Main Building, was purchased by Frank Mills in January of 1937, the adjoining six acres of Government Property was put on the Federal Treasury Department’s surplus list.¹⁶⁴ As previously described, this early interest in the parcel was

¹⁶⁴ Conrad L. to the Regional Director of the National Park Service, 10 September, 1937, Lazaretto File, National Park Service, Philadelphia.

due to its connection with the Swedish Settlement. The National Parks Advisory Board unanimously declared, in a vote in March of 1938, the six acres to be nationally significant. A Bill subsequent introduced to transfer it to the State of Pennsylvania to be made into a park was unsuccessful. After World War II, interest was again rekindled for acquisition of the Government Property. However, the issue was finally dropped when the property was leased and finally purchased in February 1951.¹⁶⁵

After Bob Mills took over operations of the ten-acre Lazaretto Property, purchased by his father, Frank Mills in 1937, his wife opened a museum of aviation in a room of the Main Building, displaying artifacts and photographs spanning from the beginnings of flight up to the present. Aviation enthusiasts, seaplane aficionados, and men who served on the base in World War I value the Lazaretto as a place of heritage and often return for reunions and appreciation of a seaplane site that has existed almost from the beginning of aviation.¹⁶⁶ The history of seaplane flight is significant to the history of the Lazaretto.

Recently, a new wave of community interest for the preservation of the Lazaretto came in 2000 after Mills sold the property to Island Marine Partners. With the threat of demolition, advocates from different professions voiced their support for saving the site. Preservation supporters like the National Park Service, Preservation Alliance for the Greater Philadelphia, National Trust, Delaware County Historical Society, College of Physicians, members of the community (including a nearby elementary school that raised \$200 for the cause) and more participated in the mission to keep the Lazaretto from

¹⁶⁵ National Park Service, Tinicum Island, Lazaretto File, circa 1939.

¹⁶⁶ Essington Air Service Group, “55th Anniversary 1919-1974” (reunion pamphlet, Essington, Pennsylvania, 1974).

demolition. Thus far, demolition has been put on hold until Tinicum Township can raise enough money for acquisition.

Currently, the Lazaretto Property functions as a boat yard, repair shop, and marina. There is a small staff that tends to the boats and yachts that are stored all over the property. Owners of the boats value this property as a place to store, repair, or launch their vessels. A small seaplane operation still functions out of the west wing of the Main Building. The manager said that occasionally people, especially high profile businessmen, fly in and out of Essington from the Lazaretto as it is close enough to the airport and accommodations.

CHAPTER FOUR

STATEMENT OF CULTURAL SIGNIFICANCE

To conclude the Assessment of Cultural Significance, the Burra Charter recommends a Statement of Cultural Significance such as what this Chapter proposes for the Lazaretto. This acts as a summary of the Assessment's findings, expressing why the place is of value and of what that value consists. The statement should be "clear and pithy," but "not restate the physical or documentary evidence."¹⁶⁷

The Lazaretto Quarantine Station, in Essington, Pennsylvania, can be interpreted as a place of change and adaptation over time, but its primary significance is due to its nineteenth century use as a quarantine station. A remarkably preserved collection of early nineteenth century medical and residential buildings on a ten-acre site, mixed with remnants from early twentieth century aviation occupation, are critical components of the stories of immigration, medical, and quarantine history, as well as early seaplane aviation. Recently, the Lazaretto Property has been occupied by a boat yard and repair shop, a small seaplane base continues to operate on a limited basis, the Physician's House has been taken over by the Riverside Yacht Club, and the Government Property is occupied by a motel, restaurant, and nightclub complex

¹⁶⁷ Peter Marquis-Kyle and Meredith Walker, *The Illustrated Burra Charter: Making Good Decisions about the Care of Important Places*. (Brisbane: Australia ICOMOS, 1992).

called the Lagoon. Currently, the Lazaretto Property is under an agreement of sale with Tinicum Township that is slated to be finalized in the summer of 2005.

Although not all of the Lazaretto's collection of late-eighteenth and early-nineteenth century structures remain, those that do survive, such as the Main Building, Physician's House, Bargemen's House, Kitchen, Barn, and Gate, serve as tangible connections to its immigration quarantine past and are characterized by a high degree of architectural integrity.

In response to yellow fever outbreaks in Philadelphia during the 1790s, the ten-acre Lazaretto Property and adjoining six-acre Government Property were purchased in 1799, and construction of the Main Building and outbuildings of the quarantine station began immediately. The station functioned as a means of preventing the importation of contagious disease to Philadelphia ports. As ships arrived, they were thoroughly inspected, those that were sick were removed and put in quarantine, the dead or those that died in quarantine were buried, and all infested cargo was fumigated or destroyed. The Lazaretto also served people from Philadelphia with infectious diseases. Despite quarantine efforts, another yellow fever outbreak in 1870 caused some to believe the station was too close to Philadelphia. By 1893, the Lazaretto was closed and quarantine operations moved further south to Marcus Hook, Pennsylvania. The Lazaretto Property was subsequently leased by the Philadelphia Athletic Club and became a resort-like summer home called "The Orchard."

The Lazaretto Property also bore witness to a significant period in seaplane history and wartime aviation. In 1913, the Lazaretto was used as Pennsylvania's, and one of America's, first seaplane schools. Other corrugated sheds, such as Corrugated

Sheds 1 and 2, tracks for transporting seaplanes, and other amenities were added to the complex for the operation. Taken over in 1917 by the Army Signal Corps, the site was used by the 45th and 143rd Aero Squadrons to train military squadron flyers and the name was changed to “Chandler Field.” After the war, the base was purchased by aviation pioneer Frank Mills who subsequently restored the site’s use as a seaplane school. The property stayed in the Mills family until 2000 when it was sold to a developer.

Overall, the integrity of the Lazaretto landscape and its history remains largely intact, reflecting the changes that have taken place over time. Remarkably, the architectural resources have to a large degree retained their original construction. Perhaps most impressive is the preserved condition of the Main Building’s historic floor plans, interior attributes, and finishes. The site’s below-grade resources are likely to be as rich, with a high potential to yield archaeological evidence regarding older prehistoric Native American and seventeenth-century Swedish settlements, foundations confirming the locations of old Lazaretto structures and, perhaps most important, artifacts enhancing the understanding of how the Lazaretto was used, as well as burials and graveyards used by the Lazaretto station.

Today, the Lazaretto Quarantine Station is valued by people and interest groups on local, regional, and national levels. Neighboring residents, township officials, and advocacy groups have expressed their concern for the site as a valuable historic resource and the need for its preservation. The National Park Service has recognized the Lazaretto as a historically important property since the 1930s. Aviation enthusiasts also see the Lazaretto as a place that has been maintained since the

infancy of flight and where significant advances in seaplane history took place.

Others, however, view the Lazaretto as a place for potential development.

CHAPTER FIVE

DEVELOPMENT OF A PRESERVATION PLAN

The Burra Charter recommends the development of a Preservation Plan, or “Policy” in the Charter’s terminology, to clarify the nature of professional work done within the terms of the Charter and help guide decisions made about the future of the place. The establishment of Cultural Significance and the preparation of a Statement of Cultural Significance are essential prerequisites to the development of a Preservation Policy. The Development of a Preservation Policy uses documentation and information gathered in the Assessment of Cultural Significance and produces management guidelines and identifies a combination of preservation actions that should be taken on the extant fabric and landscape.

1. Significant Fabric

The architectural resources that make up the extant significant fabric of the Lazaretto Quarantine Station are the Main Building, Physician’s House, Bargemen’s House, Kitchen, Stable, and Gate, Corrugated Sheds 1 and 2 (see figures 39-40, 61-64, 66-74, 78-79, 83-84). These structures were all constructed during important periods in the Lazaretto’s history and provide tangible connections to the story of the site. Each retain different levels of integrity, but overall they are remarkably intact and in good structural condition.

The Main Building is the largest and most significant structure on the property, and retains the most of its original fabric. The foot print, floor plans, and overall layout of the structure remain the same as they were constructed in 1800. On the exterior, the brickwork, window openings, some sash windows, iron shutter dogs, chimneys, cupola, and weathervane are all original components of the building. The porch, added later in the late nineteenth century, is retained along the south façade, but it has been partially demolished along the east wing.

Most of the original fabric that remains is located in the center pavilion of the Main Building. Historic attributes and finishes include whitewashed walls, wide pine floor boards, chair rails, molded architraves, fireplaces, firebacks, ornate mantles, hearthstones, stairway balusters, doors, box-locks, built-in closets, cupboards, and shelving, and cistern platform (see figures 47-56). Although the wings of the building have been converted into apartments, most of the non-historic apartment partitioning and new construction is superficial and could easily be removed. In the east and west wings, most of the stairways, balusters, fireplaces, mantles, and floor boards remain. The roof has since been covered with green asphalt shingles.

Due to current access limitations, only the exterior of the Physician's House can be examined. The exterior appears to have changed little since its construction in 1800. However, the bricks have been pointed, the roof has been covered in gray asphalt shingles, the dormers now have siding, the south porch has been removed and a later enclosed veranda has been added, and a large, one-story addition to the west of the structure was attached breaking through the west wall of the original structure.

The Bargemen's House interior was also unavailable for survey, although the exterior can be observed. Now covered with ivy and surrounded by mounds of dirt and boat parts, the exterior nevertheless remains largely intact. Originally along the water's edge, the Bargemen's House now sits back on the property, as later land fills have pushed the banks of the Delaware River further south. The brick walls have been covered with stucco, as they would have been historically, and the arched window opening is still in place. The only major change to the structure is the roofing, now covered with green asphalt shingles.

The Kitchen, an outbuilding of the Main Building, although altered the most of the remaining structures, nevertheless retains much of its original shell. On the north wall there is evidence of a door opening, since blocked off with brick. A small modern window was added to the left of the door outline. The west wall has been removed and wooden garage doors were installed. The south wall appears to have maintained a perhaps original window opening with large wooden shutters and original arm hinges. No change has been made to the east elevation as the original door opening still exists in the center. The roof is steeply pitched and covered with green asphalt shingles.

An interesting remnant of the Lazaretto is the Stable. Although typically structures of this nature are lost over time, the Stable not only remains but has a high degree of integrity, retaining most of its original fabric. The roof is covered with corrugated metal and the original window openings and entryways still exist. What are likely the original wooden doors with large iron hinges are intact as well. Although there is no historical documentation describing the interior, it retains a remarkably intact loft,

ladder, stalls, and an uncharacteristic, turned balustrade, no doubt relocated from another source.

A portion of the main Gate of the Lazaretto station remains in place west of the Stable and is still used as a chief entry. However, today it leads to the Riverfront Yacht Club. It is a tall iron structure with decorative ironwork pieces surmounting the two tallest posts.

Corrugated Sheds 1 and 2 are the newer structures on the property and are associated with the property's aviation use. Dating to the early 1920s, the sheds still retain their original corrugated metal shells with moving walls on the east and smaller windows and doorways on the west. The only change has been the removal of the center section that once connected the two sheds. Wooden boards have been put in place to cover the opening.

2. Owner and User Requirements and Resources

A. Proposals

In the months after Island Marine Partners, L.L.C. purchased the ten-acre Lazaretto Property in June 2000, they submitted three plans for development of the site to Tinicum Township officials. One proposal called for demolishing the extant structures and putting in an auxiliary airport parking lot that would hold 889 spaces and an attendant's booth. A line of evergreens would border the eastern boundary of the lot, separating it from the residences located along La Grange Avenue.¹⁶⁸ Two other

¹⁶⁸ Joann Klimkiewicz, "Students and Officials Vow to Save Historic Hospital," *Philadelphia Inquirer*, September 29, 2000.

development plans called for demolition of the site and construction of a two-story restaurant, a ten-story restaurant, lounge, and marina.¹⁶⁹

The Lazaretto is zoned as Industrial “L,” or light industrial. The two plans for a restaurant and restaurant, lounge, and marina, are permitted by right and in compliance with the local ordinance. The third plan for an airport parking lot does not comply with provisions in Section 61-7 (52) of the ordinance and requires that Island Marine Partners make an application to the Zoning Board. All of the development proposals were contested by the Township and Zoning Board on grounds that the increase of traffic and noise, safety issues, and local community complaints would be detrimental to the area and its residents.¹⁷⁰ In anticipation of acquisition of the property by the Township, the proposals were left pending. Once the agreement of sale is finalized with the Township, the proposals will become null and void.

B. Available Finances

The owners have agreed to sell the property to the Township for \$3.5 million in an agreement of sale that terminates in late summer 2005. This funding for acquisition by Tinicum Township has been difficult to come by. However, in its 2001 budget, the Commonwealth of Pennsylvania authorized \$400,000 to contribute to the down payment.¹⁷¹ Then in 2002, a \$200,000 Community Revitalization Program grant from the Commonwealth was announced and was to go toward a feasibility study. However

¹⁶⁹ Joann Klimkiewicz, “A Piece of History May Fall,” *Philadelphia Inquirer*, August 22, 2000.

¹⁷⁰ Joann Klimkiewicz, “Preservationists and Developer in Race to Buy Hospital,” *Philadelphia Inquirer*, January 1, 2001.

¹⁷¹ Inga Saffron, “Tinicum Trying to Save a Place that Saved Lives,” *Philadelphia Inquirer*, May 4, 2001.

the owners denied the Township access to the property necessary to conduct the study.¹⁷² As recently as April 19, 2005, the Township announced that a \$5.5 million matching state grant will be approved for acquisition of the Lazaretto and to build a firehouse on the property.¹⁷³

No federal money has been authorized or appropriated for the acquisition or stabilization of the site - A significant fact, given that were such federal funding to be made available, it could, through the provisions of Section 106 of the National Historic Preservation Act, trigger historic preservation mechanisms that are otherwise absent at both the Township and Commonwealth level.

C. Needs

This grant approval was criticized by some residents and a commissioner due to plans for firehouse construction on the Lazaretto Property and the associated overt adverse effects not only to the historic landscape, but also to the archaeological evidence the property may yield. However, according to Bill Moller, president of the Delaware County Historical Society, the Township is in desperate need of a new firehouse. In previous years, there were two firehouses, both in poor condition and under-funded. Westinghouse, an electric company that purchased a great deal of land in Tinicum Township, gave a lot to the Township on which to build a new firehouse. However, the lowest bid to build was \$7 million. In the last three to four years there has been no action on constructing a new firehouse. Then state representative Ron Raymond lobbied the state for a grant to both acquire the Lazaretto Property and build a new firehouse on its

¹⁷² Erik Schwartz, "Lease on Life for Lazaretto," *Daily Times*, May 7, 2002.

¹⁷³ Jeff Gelman, "Tinicum Grant to be Approved," *Daily Times*, April, 19, 2005.

northernmost four acres. Those who want the Lazaretto preserved as a historic site would prefer no new construction to take place on the property. However, without this grant for a new firehouse, there would be no money to acquire the property. Moller went on to say that as a historian he is also torn on the matter.¹⁷⁴ Ideally, he would like to see the complex and architectural resources preserved in its entirety as a historic site.¹⁷⁵

3. Other Requirements and Concerns

A. Community Needs and Expectations

The community and stakeholders have many different expectations and visions about preservation and reuse of the Lazaretto Property. Although most want to see the Lazaretto preserved, opinions about the acceptable degrees of preservation differ.

Township Manager Norbert Poloncarz wants the firehouse to be constructed, but also to acquire an easement on the exterior of the Main Building, gut the interior, and create a business campus for offices.¹⁷⁶ Township Commissioner Tom Gianchristoforo would like to see the Lazaretto preserved and have a feasibility study conducted. He stated that the property needs to generate revenue, therefore a section of the Main Building could be used as a museum, but the remainder could possibly be used as doctor's offices.¹⁷⁷

Randy Cotton, Associate Director of the Preservation Alliance for the Greater Philadelphia, would like to see an easement be placed on the exterior and the complex to be preserved as a public historic site.¹⁷⁸ The National Park Service views it as a key link

¹⁷⁴ Bill Moller, President of the Tinicum Township Historical Society, in discussion with the author, April 21, 2005

¹⁷⁵ Ibid.

¹⁷⁶ Norbert Poloncarz, Tinicum Township Manager, discussion with the author, March 2005.

¹⁷⁷ Tom Gianchristoforo, Tinicum Township Commissioner, discussion with the author, July 2004.

¹⁷⁸ Randy Cotton, Associate Director of the Preservation Alliance for the Greater Philadelphia, discussion with the author, June 2004.

in plans for a proposed trail known as the Tinicum-Fort Mifflin Trail and a strong candidate for National Historic Landmark designation.¹⁷⁹ The committee that formed in 2000 envisioned “keeping a portion as open space, leasing a section of the building for a museum, and acquiring a preservation easement to ensure conservation of the former hospital.”¹⁸⁰ Residents from Essington and surrounding areas maintain similar interests in preserving the Lazaretto as a historic site. Many take great pride in the history and uniqueness of the complex in their town and do not want to see it destroyed or misused.¹⁸¹

B. Federal, State, and Local Government Ordinances and Zoning

The site on which the Lazaretto Property resides is currently zoned as “light industrial.” Currently, there are no plans for a zoning change. Previous proposals for a parking lot, restaurant, and restaurant, lounge, and marina were contested by the Township and Zoning Board and left pending for acquisition of the property by Tinicum Township (See Chapter 5, Section 2-A). There are no historic ordinances governing the property or area. The Lazaretto is on the National Register of Historic Places.

C. Locational and Social Context

Land use surrounding the study area is mixed and contains residential, commercial, industrial, and recreational parcels. Residential properties dominate the area

¹⁷⁹ Julie Bell, Planner at the National Park Service Northeast Regional Office, to Randy Cotton, Associate Director of the Preservation Alliance for the Greater Philadelphia, 16 October 2000, Lazaretto File, National Park Service, Philadelphia.

¹⁸⁰ Joann Klimkiewicz, “Preservationists and Developer in Race to Buy Hospital,” *Philadelphia Inquirer*, January 1, 2001.

¹⁸¹ Bill Moller, President of the Tinicum Township Historical Society, and board members of the Tinicum Township Historical Society, in discussion with the author, April 21, 2005

and consist of single-family detached units, twin houses, and apartments. The commercial uses serve the neighborhood and are not laid in any pattern or clustered business district. The largest of these parcels is the Lagoon, which functions as a hotel, restaurant, and nightclub while the remainder of the lot is paved for vehicular parking. Along the Delaware riverfront are sites of industrial development that operate in the production, movement, and storage of goods. East of the Lazaretto Property is Rosse Boat Repair and Storage. The Riverside Yacht Club to the west also provides boat storage, but functions as a private recreational facility. Other recreational uses in the area are Governor Printz State Park, a public space, and further west the Corinthian Yacht Club, another private organization.¹⁸²

4. Condition of Fabric

Overall, the existing historical fabric is today in good and stable condition.¹⁸³ However, with each passing day, the structures are disintegrating. The Main Building has been remarkably preserved and retains much of its original fabric. Its continuous use over the years is a testimonial to its structural endurance. The Physician's House and Gate are used daily by the Riverside Yacht Club and appear to be in excellent condition.

The other structures, including the Stable, Kitchen, Bargemen's House, and Corrugated Shed 1 and 2, seem to have more pressing issues. While no formal or professional structural evaluation has been made of these properties, the probable conclusion of such condition assessments can be speculated. The Stable is in fair

¹⁸² Delaware County Planning Department, *A Unified Landscape Treatment for a Portion of the Essington Waterfront* (Report, Delaware County Planning Department, Lima, Pennsylvania, September 11, 2002).

¹⁸³ John Milner, historical architect, in discussion with the author, October 2004.

condition. Some brick work has deteriorated and the wooden window coverings with hinges need to be refurbished. The interior is remarkably intact and would need stabilization of the wooden structures. The Kitchen has been readapted over time, but today remains as a garage. The structure is in continuous use and is in stable condition. Repairs to doorways may improve its condition. The Bargemen's House is in good condition (although because it is closed to the public, survey of the interior could not be completed). However, the exterior plaster needs to be patched in some places and the ivy encroachment should be removed. The Corrugated Sheds 1 and 2 appear to have changed little and their continuous use proves their condition to be stable. Repairs to the wood-covered wall on the south end of Corrugated Shed 1 would improve its overall condition.

Norman T. Glass, historian and restoration specialist, developed a preliminary cost estimate based on a visit to the Main Building of Lazaretto on January 5, 2001. At that time, total cost for rehabilitation of the structure alone came to \$1,433,612.

Township Manager, Norbert Poloncarz, and Township Commissioner, Tom Gianchristoforo, now claim those costs exceed \$2 million.

Extensive restoration and rehabilitation work is included in this estimate. For example, on the exterior of the structure, significant rot has taken its toll on some wood-work including the porch and some window sashes. 118 windows and 16 dormers need to be restored. There is missing brickwork including a door and window on the east wing. The cupola needs to be primed, repainted, and repaired. According to Glass, two

chimneys need restoration and two need to be replaced. 43 shutters on the façade need to be replaced and restored. The brick work needs to be pointed in some places.¹⁸⁴

On the interior, although there is some structural damage, most of the rehabilitation costs listed by Glass refer to painting, refinishing, and cleaning the walls floors, and woodwork. There are water-damaged joists on the second floor and several other joists in the cellar need repairs. Certain sections of the floors, ceiling, and plaster on the walls need to be patched and repaired. Glass suggests that new plumbing, electrical systems, lighting, HVAC, fire and smoke detection systems be installed.¹⁸⁵

5. Uses

Many uses have been proposed and envisioned for the Lazaretto, some more compatible with the significance of the place than others. By assessing the needs and concerns of the community and stakeholders as well as the historically significant fabric, three alternatives for reuse can be derived: 1, preserve as a public historic site; 2, preserve the complex of buildings, with weighted interest in the exterior and interior of the Main Building, allowing space for an income-producing business in conjunction with an educational component; or 3, preserve only the exterior of the Main Building, gut the interior, and build new spaces for commercial business.

Clearly, from the standpoint of both its national significance and high degree of integrity, the highest and best use compatible with the significance of the place and the physical attributes of the landscape would be to preserve the Lazaretto as a historic site. From a strict preservation standpoint, repairing and restoring the existing fabric,

¹⁸⁴ Norman T. Glass, Lazaretto Estimate, 5 January 2001, Lazaretto File, Preservation Alliance for the Greater Philadelphia, Philadelphia.

¹⁸⁵ Ibid.

interpreting the histories of the site, and keeping it as a tool of education for the public would be ideal. This scenario would ideally include finding another location for the firehouse acceptable to the Township and to the grantors. To preserve the complex as a state-run historic site, one would need to petition the Commonwealth of Pennsylvania, already the governing body of excellent historic sites, and request acquisition, preservation, and operation by the state, an unlikely possibility given the current budget conditions. To preserve it as a unit of the National Park Service system would require that the National Park Service, a federal agency of the Department of the Interior, obtain, restore, and keep the property as a public historic site - again, unlikely in current political and budget climate. Another alternative would be the creation of a nonprofit organization to protect, restore, and operate as a historic site, as well as acquire grants for its maintenance. Each of these options would be difficult and time consuming, but this use is clearly most responsive to the national significance and physical integrity of the nation's oldest remaining immigration station.

To select an alternative that considers community need for not only the firehouse but for some revenue generation, while also maintaining the Lazaretto Property in its entirety, and the exterior as well as interior of the Main Building, the second alternative would be the next best use. Community and stakeholder values convey the importance of not only keeping the Lazaretto as a historic resource, but also making it an income-producing property that will help benefit the community economically. This alternative is feasible depending on its physical and interpretive details. However, any new construction or demolition would be a detriment to the property and its historic integrity, and potentially an act of destruction to the unknown archaeological resources.

If it were to be developed and restored as an income-producing property, the Lazaretto Property is eligible for the 20 percent Historic Preservation Investment Tax Credit for substantial rehabilitation. The Tax Credit was created to enable private investment in rehabilitating historic properties. It provides a dollar-for-dollar reduction of federal income tax owed equal to 20 percent of the cost of rehabilitating “certified historic structures” in accordance with the Secretary of the Interior’s Standards.¹⁸⁶ However, the Tax Credit requires private ownership and income-producing property and this may not be ideal for developer interests – both of which would be strong detractors from the highest and best use described above. Moreover, Tax Credit requires substantial rehabilitation -- difficult though certainly not impossible to achieve in situation of such high physical integrity.

There are also possibilities to acquire grants, by petitioning the state, contingent upon the Secretary of the Interior’s Standards for rehabilitation. Also available are grants through foundations such as the Pew Charitable Trusts, which makes grants to 501(c)(3) organizations involved with preservation, restoration, adaptive reuse, and interpretation projects of historic sites and structures.

The third alternative, to preserve only the exterior of the Main Building, gut the interior, construct a firehouse, and/or build new spaces for commercial business, disregards the preservation of the outbuildings and the overall cultural landscape, as well as the integrity of the Main Building’s interior. This alternative would require working with the Preservation Alliance for the Greater Philadelphia in retaining a preservation easement for the exterior of the Main Building. However, by gutting the interior of the

¹⁸⁶ North Carolina State Historic Preservation Office, “The Federal Historic Rehabilitation Tax Credit,” North Carolina State Historic Preservation Office, <http://www.hpo.dcr.state.nc.us/tafaq.htm> (accessed March 2005).

Main Building and erecting new construction within as well as outside the structure, additional soft and hard costs will be incurred.

This alternative, though attractive to some stakeholders, is not compatible with the national significance of the Lazaretto and would almost equate to its destruction. The historical and cultural value of the outbuildings and interior of the Main Building is equally pertinent, remarkable, and important as the exterior of the Main Building. To lose, alter, or destroy these features would be severely adverse to the aesthetic, historic, social, and scientific value of the site. Any loss of the remaining architectural complex would erode communication of its history through its extant fabric, a fundamental purpose of any historic resource. To build new construction within the Lazaretto boundaries would also have overwhelming adverse effects unjustifiable with this level of historic significance. Erecting structures above and especially below grade would destroy, desecrate, or obstruct the tremendous amount of archaeological evidence that is irrefutably located all over the grounds within the boundaries of the Lazaretto Quarantine Station. Accepting the firehouse on the property is already a serious compromise of the site's cultural landscape, and even moreso of the almost certain archaeological potential of the site (described in Chapter Three).

6. Comparative Information

As early as 1742, Pennsylvania saw its first lazaretto quarantine station. In 1799, it was relocated to the site of the Lazaretto Property in Tinicum Township. Around the same time period lazarettos, or pesthouses, were being constructed near the main ports of entry into America along the east coast. Throughout the late 1700s, ports in Baltimore,

Maryland like Hawkins Point, Lazaretto Point, Fairfield, and Leading Point all constructed lazarettos.¹⁸⁷ One of the earliest lazarettos in America was located on Bedloe's Island in New York City, New York in 1738. In 1767, a lazaretto was built in Georgia at Lazaretto Creek. Three miles from Lewes, Delaware, the Delaware Breakwater Quarantine Hospital was built in 1884.¹⁸⁸ However, none of the aforementioned stations stand today.

The concept and existence of lazaretto quarantine stations is not unique to the Lazaretto at Tinicum Township, Pennsylvania. There are other lazarettos in this nation. What makes it unique is that it is still standing intact with a high degree of architectural integrity and precedes most other remaining examples by a half century. No other lazarettos in America exist in such and excellent condition and with the such superb architectural remains of outbuildings as the Lazaretto Quarantine Station in Tinicum Township.

There is one site in the western hemisphere, however, that is comparable to the Lazaretto of Tinicum. In 1847, British colonial authorities built a quarantine station at Grosse Ile, an island near Quebec City, Canada, in response to severe cholera outbreaks in northern England (see figures 105-107). The site played a significant role in Canada's immigration and quarantine history. Operated by Parks Canada, Grosse Ile is a park open to the public with over 26 historic, natural, and cultural resources covering the island. Today, it is preserved in its entirety as a historic site commemorating a multi-level significance;

¹⁸⁷ J.M. Miller and K.S. Miller, "Vignette of medical History," Abstract in *Vignette of Medical History: Queen Victoria and Hemophilia* (June, 1993): 581-3.

¹⁸⁸ James C. Ippolito, "Quarantine Station," Records of the Friends Fisher-Martin House, Inc., 2001.14, Lewes Historical Society Archives, Lewes, Delaware.

“Grosse Île and the Irish Memorial National Historic Site commemorates three significant aspects of our history: first, the importance of immigration to Canada, particularly through Quebec City, from the early 19th century until World War I; second, the tragedies of Irish immigrants, especially due to the 1847 typhus epidemic; and finally Grosse Île's role from 1832 to 1937 as a quarantine station for the Port of Quebec, long the main point of arrival for immigrants coming to Canada.”¹⁸⁹

Grosse Île's management plan was developed by a committee of stakeholders and interested members of the community to develop preservation strategies and concepts and create a site management plan. The management plan for Grosse Île tells the story through five key concepts: 1. respecting the spirit of the place, 2. comprehensive and specific view of history, 3. nature-culture approach, 4. looking to the future, and 5. management objectives and key actions. Grosse Île is different from the site of the Lazaretto in that it has a stronger presence of natural resources and its natural environment is an integral part of its value as a heritage resource. To ensure the commemorative integrity of the site Grosse Île's management plan includes six modes of communicating its message including cultural landscapes, built heritage, archaeological resources, commemorative plaques and monuments, movable cultural resources, and heritage values.¹⁹⁰

¹⁸⁹ Parks Canada, “Grosse Île and the Irish Memorial National Historic Site of Canada,” Parks Canada, http://www.pc.gc.ca/lhn-nhs/qc/grosseile/index_e.asp (accessed February 2005).

¹⁹⁰ Parks Canada, “Grosse Île and the Irish Memorial National Historic Site of Canada,” Parks Canada, http://www.pc.gc.ca/lhn-nhs/qc/grosseile/index_e.asp (accessed April 1, 2005).

CHAPTER SIX

STATEMENT OF PRESERVATION PLAN

As a nationally significant heritage resource, the Lazaretto needs to be preserved and presented in a way that not only respects and protects the historic fabric and integrity, but also secures a place in the community as well as the nation. To best preserve and conserve a historic resource according to the Burra Charter, it is imperative to recognize that “the place itself is important.” The management principles will be used to guide the preservation plan for the Lazaretto. These principles are 1), preserve the integrity and fabric of the historic structures and resources; 2), preserve the site for education and utility; 3), recognize and involve the community; and 4), do as much as necessary as little as possible.

The site of the Lazaretto Quarantine Station, its extant fabric, landscape, and rich archaeological potential are of national importance and require the highest and best use. The complex must be preserved as a historic site and dedicated to telling the story of the Lazaretto as a quarantine station, its subsequent reuses, and aviation history. As acquisition by the Commonwealth of Pennsylvania or National Park Service would be unlikely possibilities considering budgetary and political constraints, a nonprofit must be formed and grants must be acquired to insure its preservation and operation as a tool for public education and enjoyment.

To employ the principles and guidelines of preservation, a management component must be devised. Like many other historic sites, there should be a Board,

Director, and if possible, volunteer docents. Limited funds may not allow for a staff. Not only for interpretation purposes, but also for management, care, and maintenance of the historic fabric, there needs to be a governing body to administer daily operations.

The story of the Lazaretto can best be told through the remaining fabric and setting. The high level of integrity, architectural design of the Main Building and outbuildings, and landscape are key features that need to be stabilized, preserved, and maintained. Many of the historic structures that made up the entire site have been lost over time. It is important now that those still existing remain as a way to interpret the relationships between each building and the purposes they once served. Not only are the late-eighteenth and early nineteenth century structures valuable resources, but it is vital to recognize the twentieth century structures in order to interpret the site as a place in continuous reuse and adaptation. The interiors, especially those of the Main Building, must also be regarded as significant and important as the exteriors. The superb retention of original finishes, woodwork, and craftsmanship that remain on the inside are features that cannot be lost. Preservation according to the Secretary of the Interior Standards will help guide the conservation process.

To protect and preserve the historic resources and landscape certain controls of intervention must be employed. Easements, covenants, and ordinances over the fabric and aspects of the physical environment are ways to set controls and standards. Creation of a mission statement or vision statement will keep all parties focused on the place and its values as a historic site. National Historic Landmark Nomination should be pursued in order to encourage the long range preservation of the site and to adhere regulations set

forth the criteria for establishing national significance and the procedures used by the Department of the Interior for conducting the National Historic Landmarks Program.

While the Lazaretto has been well-documented and there are many sources of information regarding the site, there are still some constraints on this investigation that have left some suggestions for further research. Access to certain structures such as the Physician's House, Bargeman's House, and Kitchen was limited. Further investigation regarding their interiors, conditions, and important features needs to be made. There has never been a feasibility study performed. It would be beneficial to not only the Township but also any other stakeholders in the site in order to document structural degradation and possible alternatives for use within the architectural bounds. Within the limits of this thesis the author was not able to meet with many people from the community. To buttress community feeling and contention, meetings with and surveys of many different people on the local, state, and national levels should be performed.

CHAPTER SEVEN

CONCLUSION

By applying the ICOMOS Burra Charter to an American historic site, such as the Lazaretto, in the development of a Statement of Significance and Preservation Plan, one can compare Australian methods and recommendations with those of American policies. National Historic Landmark nomination and National Register of Historic Places nomination for determination of national historic significance are processes regarded as standard in the United States. The NHL Criteria closely reflect the standards for evaluation listed in the Burra Charter's Guidelines for Cultural Significance used in the "assessment" phase of determination.

The NHL Criteria are organized into six categories for evaluating historic significance: 1. event or pattern of events, 2. person with whom the property is associated, 3. great ideal of the American people, 4. architectural features, 5. exceptional historic movement, event, way of life, culture or architectural style or period which is important to the development of the nation, and 6. information the site is likely to yield. The Burra Charter condenses these into four "values": 1. aesthetic, 2. historic, 3. social, and 4. scientific.

After applying the Burra Charter to this thesis, it is apparent that although both methods are organized differently, the information that is gathered and analyzed is essentially the same with one exception – the Burra Charter incorporates a community constituency that NHL nomination and National Register nomination do not explicitly

solicit. The Burra Charter calls for an active community influence in the development of cultural significance of a place and the preservation plan. Through values and experiences of a community past and present, nationally and internationally, the understanding of the cultural significance of a place can be enriched. As discussed in previous chapters, American policy is becoming increasingly active in community participation through the National Park Service Civic Engagement Program, which enlists and enlarges public participation in the decision-making process for a site.

Due to financial limitations, time constraints, and scope of this thesis, the author was unable to carry out the full-scale community assessment that the Burra Charter recommends. To best account for local, regional, national, and international value of the Lazaretto, certain surveys, meetings, discussion groups, interviews, publications, and inquiries must be made. It is recommended that this process be carried out to its completion for a comprehensive understanding of the Lazaretto's true national significance as a historic site.

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APPENDIX A: CHAINS OF TITLE

THE LAZARETTO PROPERTY CHAIN OF TITLE

Wanamaker Avenue at Second Street

Essington, Pennsylvania 19029

November 17, 1725

Will, Chester County

Israel Taylor, the elder

To

Benjamin Taylor

This Will describes the property: “. . . in the Island of Tinicum aforesaid, property called Mattinicunch Island . . . Beginning where the testator’s son Christopher’s land begins, and runs down the River Delaware to a fenced field which was then commonly ploughed; thence along a straight line to the swamp side then drained; thence along the swamp side to the entrance of the old road of the old landing; thence along a run side to the creek over against the widow Hendrix’s, thence up the several courses of the said creek to that tree in the will before mentioned in the boundaries of Christopher’s land; thence along the line of Christopher’s land to the place of beginning. To hold to the said Benjamin Taylor and his heirs forever.”

(Information obtained from Deed Book E, Page 160)

March 8, 1726/7

Will, Philadelphia

Benjamin Taylor

To

Thomas Taylor, his brother

The property still retains the same boundaries as previously described.

(Information obtained from Deed Book E, Page 161)

April 23, 1756

Will, Chester County

Thomas Taylor

To
Thomas Taylor, the younger

This Will mentions part of the property above: “. . . and whereby he devised a part of the said land next to the river Delaware in the same Will described and of which the tract hereinafter described . . .”

(Information obtained from Deed Book E, Page 161)

(Date unknown)

Intestate

Thomas Taylor, the younger
To
Rebecca, his wife
Israel Taylor, his son

The same property was devised as described above.

(Information obtained from Deed Book E, Page 161)

August 25, 1780

Will, Delaware County

Israel Taylor
To
Luke Smith, his brother

This will describes the following property: “. . . all that plantation which was leased to Joseph Penrose and also that piece of meadow ground, being in Darby Creek by the ferry being part of the land which descended to the said Israel as aforesaid and of which the tract hereinafter described and hereby intended to be granted is a part to his beloved brother Luke Smith his heirs and assigns forever, he paying his two sisters Margaret Smith and Rebecca Smith the sum of one hundred pounds, a piece or hard money when they should arrive to the age of eighteen.”

(Information obtained from Deed Book E, Page 161)

(Date unknown)

Intestate

Luke Smith
To
Thomas Smith, his brother
Margaret and Rebecca, the younger, his sisters
Rebecca Smith, his mother

This deed describes the terms of conveyance according to the Intestate Laws: “And whereas the said Luke Smith survived the said Israel Taylor and by the force of the Will of the said Israel, the estate thereby devised as aforesaid vested in him the said Luke Smith. And the said Luke Smith being so there seized shortly afterwards died intestate under age and without issue leaving one brother the said Thomas Smith party hereto and two sisters the said Margaret and Rebecca, all of the same whole blood, whereupon and by reason of the said devise to the said Luke as aforesaid, and by force of the Intestate Laws then in force the premises wholly descended to the said Thomas Smith party hereto as heir at law charged with the sums payable to his two sisters according to the tenor of the said Will, and subject to the right of dower of his mother the said Rebecca Smith party hereto which she is entitled by reason of her former marriage with the said Thomas Taylor the younger.”

(Information obtained from Deed Book E, Page 162)

August 7, 1799

Deed Book E, Page 162

Rebecca Smith, widow of William Smith, and widow of Thomas Taylor, the younger
Thomas Smith, grazier
To
Board of Health

This deed describes the property: “Beginning at the River of Delaware at low water mark and from thence extending along the middle of the road or land between this land and land of John Taylor, North five degrees East fifty five perches and five tenths of a perch to a post for a corner; thence by the other land of the said Thomas Smith South eighty five degrees East twenty eight perches and seven tenths of a perch to another post for a corner, thence by other land of the said Thomas Smith South five degrees West fifty six perches to low water mark of the River Delaware and from thence down the said river along the several courses and meanders thereof at low water mark to the place of beginning.

Containing and laid out for ten acres.”

This deed also mentions, “And whereas the Board of Health aforesaid in execution of the said recited power to them given as aforesaid, and in order to carry into effect the purposes in the said Act of Assembly mentioned have with the consent of Thomas

Mifflin, Esquire, Governor of the said Commonwealth, contracted for the purpose of the tract of land hereinafter described as a place to be called the Lazaretto, which the said Rebecca and Thomas have agreed to sell to them clear of all incumbrances, for the price or sum of Two thousand dollars lawful money of the United States of America.”

The deed also describes the relationships of the grantors and other parties: “This Indenture Tripartite made the Seventh day of August in the year of our Lord one thousand seven hundred and ninety nine Between Rebecca Smith, of Tinicum Island, in the Township of Tinicum, late Ridley, in the County of Delaware, and Commonwealth of Pennsylvania, widow, and relict of William Smith, deceased, and former by the widow of Thomas Taylor, the younger, of Tinicum aforesaid deceased intestate of the first part; Thomas Smith, of the said Island of Tinicum, grazier, son of the said William and Rebecca Smith, and the brother of the whole blood and heir at law of Luke Smith late of Tinicum aforesaid, deceased, who was one of the devisees of Israel Taylor the younger, late of the same place, deceased, who was the only issue and heir at law of the said Thomas Taylor, the younger, deceased, of the second part, and the corporation by the same, stile and title of the Board of Health, created by an act of General Assembly of the said Commonwealth of Pennsylvania, entitled an Act for establishing an Health Office for securing the City and Port of Philadelphia from the introduction of pestilential and contagious diseases, of the third part.”

This property was sold for 2000 dollars.

August 7, 1799

Deed Book E, Page 159

Daniel King
Margaret, wife of Daniel King, brass founder
Rebecca Smith, the younger
To
Board of Health

This property retain the same boundaries as previously described.

The property was sold for \$1.00. (The sisters Margaret and Rebecca had become full age and received their 100 pounds).

January 6, 1937

Deed Book 1026, Page 109

The City of Philadelphia
To
Frank Mills

Anna L. Mills, his wife

This deed describes the property: "All the certain tract of land, located in Tinicum Township, Delaware County, Pennsylvania and known as the "Old Lazaretto" and described according to a survey made by E.M. Harris, Esquire, Beginning at a point in the bed of Second Street (60 feet wide) at the distance approximately 99 and 29/100 feet measured parallel to Second Street Westwardly from the Westerly side of LaGrange Avenue (60 feet wide); thence extending North 80 degrees 40 minutes West 476 and 72/100 feet to a pointing the bed of Second street; thence extending South 9 degrees 27 minutes West 1030 and 82/100 feet, more or less, to the low-water line of the Delaware River; thence extending in an Easterly direction along the low-water line of the Delaware River in several courses and distances thereof approximately 477 feet to the intersection of a line commencing at a point In the South side of Second Street (60 feet wide) 99 and 29/100 feet West of La Grange Avenue and extending South 9 degrees 37 minutes West and the low water line of the Delaware River; thence extending from the point of intersection of the said line and the low water line of the Delaware River North 9 degrees 37 minutes East 1043 and 8/10 feet, more or less, to the first mentioned point and place of beginning.

Containing approximately 11 and 32/100 acres."

This deed also mentions, "And whereas, by an Act of Assembly approved June 5, 1893 (P.L. 239) it was provided "The (indecipher) Lazaretto shall thereafter be abandoned and turned over to The City of Philadelphia" as by reference to the said Act will more fully and at large appear.

And whereas, by an Ordinance of the Council of the City of Philadelphia, approved September 1, 1936, entitled "An Ordinance to authorize the sale of the unused and unproductive salable real estate owned by the City," it was provided as follows:-

"Whereas, The City of Philadelphia is the owner of various parcels of real estate within its limits and elsewhere, which is unused and unproductive; and

Whereas, it is deemed advisable to sell and dispose of the said unused and unproductive real estate, or so much thereof as may be salable. . . ."

This property was sold for \$10,500.00

October 9, 1945

Deed Book 1301, Page 224

Anna L. Mills Michael
Floyd Michael, her husband
To
Frank A. Mills
C. Robert Mills
J. William Mills

This deed describes, "All that certain lot or piece of ground with the buildings and improvements thereon erected lying and being on the Island of Tinicum, in the Township of Tinicum, in the County of Delaware aforesaid. Beginning at the River Delaware at low water mark and from thence extending along the middle of the road or lane between this land and land of John Taylor North 5 degrees East 55 and 5/10 perches to a post for a corner, thence by other lands of the said Thomas Smith South 85 degrees East 28 and 7/10 perches to another post for a corner, thence by other lands of the said Thomas Smith South 5 degrees West 56 perches to low water mark of the River Delaware, and from thence down the said River along the several courses and meanders thereof at low water mark to the place of beginning. Containing and laid out for 10 acres more or less.

This deed also mentions, "And the said Frank Mills dies on the Twenty-ninth day of December, A.D. 1940 and the title to the said property therefore became vested in his wife, the said Anna L. Mills, by right of survivorship. And the said Anna L. Mills has since intermarried with Floyd Michael."

The property was sold for \$1.00.

August 21, 1967

Intestate, Register of Wills, Delaware County

Frank A. Mills
To
Aimee S. Mills

This deed mentions one-third interest, of the property described above, conveyed from Frank A. Mills to daughter, Aimee S. Mills.

(Information obtained from Deed Book 743, Page 303)

May 2, 1969

Deed Book 2346, page 174

Aimee S. Mills
To
C. Robert Mills
J. William Mills

This deed mentions the one-third interest, of the property described above, that was conveyed from Frank A. Mills to daughter, Aimee S. Mills, to be conveyed to C. Robert Mills and J. William Mills.

(Information obtained from Deed Book 743, Page 303)

October 7, 1986

Will No. 23-86-2186, Delaware County

J. William Mills
(John P. Trevaskis, Jr., Executor)
To
Nancy R. Mills

The property is the same as the above devised premises.

(Information obtained from Deed Book 743, Page 303)

May 22, 1989

Resignation

John P. Trevaskis, Jr., Executor of the Estate of J. William Mills
To
Murray S. Eckell

This deed mentions the resignation of John P. Trevaskis Jr. as Executor of the Estate of J. William Mills. Murry S. Eckell is appointed as Administrator, C.T.A. by the Court of Common Pleas of Delaware County, Pennsylvania, Orphan's Court Division, of the Estate of J. William Mills, Deceased.

(Information obtained from Deed Book 743, Page 303)

February 27, 1990

Deed Book 743, Page 301

Murray S. Eckell, Administrator C.T.A. of the Estate of J. William Mills
To
Nancy R. Mills Danos

The deed describes the following properties: "All those certain tracts or parcels of land, with the buildings and improvements thereon erected, Situate in the Township of Tinicum, County of Delaware, State of Pennsylvania, as shown on a plan for Robert Mills, prepared by H. Gilroy Damon Associates, Inc., Civil Engineers, Sharon Hill,

Pennsylvania, dated June 17, 1969, and revised March 27, 1975, being bounded and described as follows:

Parcel A

Beginning at a point in the southerly side of Second Avenue, 60 feet wide; at the distance of 329.65 feet westwardly along the same from the westerly side of LaGrange Avenue, 60 feet wide; thence, leaving said Second Avenue, South 9 degrees 34 minutes 05 seconds West, 497.42 feet to a point; thence South 80 degrees 16 minutes East 5.02 feet to a point; thence South 13 degrees 37 minutes 30 seconds West, 87 feet to a point; thence, South 76 degrees 57 minutes 30 seconds East, 6.87 feet to a point; thence, South 13 degrees 37 minutes 30 seconds West, 59.48 feet to a point thence, South 76 degrees 22 minutes 30 seconds East, 43.33 feet to a point; thence, South 10 degrees 50 minutes 02 seconds West, 392 feet, more or less to a point in the approximate low water line of the Delaware River; thence along same, in a westwardly direction 193.50 feet more or less to a point in the line of the Riverside Yacht Club; thence along same , North 12 degrees 01 minutes 10 second East, 547 feet more or less to a concrete monument; thence still along same, North 80 degrees 16 minutes West, 11.52 feet to a monument; thence North 9 degrees 27 minutes East 485.90 feet to a point in the southerly side of Second Avenue; thence along same, South 80 degrees 16 minutes East 246.36 feet to the first mentioned point and place of beginning.

Parcel B:

Beginning at a point in the southerly side of Second Avenue, 60 feet wide; at the distance of 99.29 feet westwardly along said Second Ave, from its intersection with the westerly side of LaGrange Ave, 60 feet wide; thence, leaving said Second Ave South 9 degrees 37 minutes West, 1043.80 feet more or less to a point in the approximately low water line of the Delaware River; thence westwardly along same, 193.50 feet more or less to a point; thence leaving said low water line North 10 degrees 50 minutes 02 seconds East, 392 feet more or less to a point; thence North 76 degrees 22 minutes 30 seconds West 43.33 feet to a point; thence, North 13 degrees 36 minutes 30 seconds East 59.48 feet to a point; thence North 76 degrees 57 minutes 30 seconds West 6.87 feet tot a point; thence, North 13 degrees 37 minutes 30 seconds East, 87 feet to a point; thence North 80 degrees 16 minutes West 5.02 feet to a point; thence North, 9 degrees 34 minutes 05 seconds East 497.42 feet to a point in the southerly side of said Second Avenue; thence, along same, South 80 degrees 16 minutes East, 230.36 feet to the first mentioned point and place of beginning.

Containing and laid out for ten acres more or less.”

This deed also mentions, “. . . excepting the lot or piece of ground conveyed to Riverside Yacht Club by Deed 1079-398. . .”

July 20, 1990

Deed Book 776, Page 1674

Nancy R. Mills Danos, 50% interest
To
Nancy R. Mills Danos and
Nicholas W. Danos, her husband, 50% interest

This deed describes the same property as mentioned above.

Consideration: \$1.00

February 26, 1999

Deed Book 1846, Page 0654

C. Robert Mills
Holli Anne Crane
C. Robert Mills, Jr.
To
C. Robert Mills
Holli Anne Crane
C. Robert Mills, Jr.

This deed describes the property: "Beginning at a point marked by a concrete monument set in the dividing line between property of the grantors and property of the United States to the Westward said monument being 485 and 91/100 feet measured along said line on a course South 9 degrees, 27 minutes West from a point in the Southerly side line of Second Street (60 feet wide), which point is 576 and 1/100 feet on a course North 80 degrees, 16 minutes West from the Westerly side line of LaGrange Avenue (60 feet wide); thence extending on a line parallel with Second Street South 80 degrees, 16 minutes East 111 and 52/100 feet to another concrete monument; thence extending South 12 degrees 1 minute 30 seconds West passing over another concrete monument near a stone wall, 547 feet more or less to the low water line of the Delaware River; thence extending along said low water line in a generally Westerly direction 99 feet more or less to a point formed by the intersection of the low water line and the dividing line between the property of the grantors and the property of the United States; and thence extending along said dividing line North 9 degrees, 27 minutes East, passing over another concrete monument set near the stone wall, 500 and 50/100 feet more or less to the place of beginning."

March 14, 2000

Deed Book 1992, Page 973

C. Robert Mills

Holli Anne Crane
C. Robert Mills, Jr.
To
C. Robert Mills
Holli Anne Crane
C. Robert Mills, Jr.

This deed describes the property: "All that Certain undivided one-half interest being all right titled and interest of the Grantor of in and to:

All that Certain lot or piece of ground with buildings and improvements thereon erected lying and being the Island of Tinicum, in the Township of Tinicum, in the County of Delaware, aforesaid. Beginning at the River Delaware at low water mark and from thence extending along the middle of the road or lane between this land and land of John Taylor North 5 degrees East 55 and 5/10 perches to a post for a corner, thence by other lands of the said Thomas Smith South 85 degrees East 28 and 7/10 perches to another post for a corner, thence by other lands of the said Thomas Smith South 5 degrees West 56 perches to low water mark of the River Delaware, and from thence down the said River along several courses and meanders thereof at low water mark to the place of beginning.

Containing and laid out for 10 acres more or less."

Consideration: \$1.00

June 19, 2000

Deed Book 2026, Page 0721

Nancy R. Mills Danos and Nicholas W. Danos, 50% interest
C. Robert Mills, 40% interest
Holli Anne Crane, 5% interest
C. Robert Mills, Jr., 5% interest
To
Island Marine Partners

The deed describes the property: "All the certain parcel of land, situate in Tinicum Township, County of Delaware, and Commonwealth of Pennsylvania . . . Beginning at an iron pin found in the Southerly side of Second Avenue (60 feet wide) at a distance of 99.29 feet at the bearing of North 80 degrees 16 minutes West from its intersection with the Westerly side of LaGrange Avenue (60 feet wide) thence leaving said Second Avenue South 9 degrees 37 minutes West, 1043.80 feet more or less to a point in the approximate low water line of the Delaware River, thence North 78 degrees 35 minutes 14 seconds West along the same 386.96 feet; thence North 12 degrees 01 minutes 30 seconds East crossing over a found monument at the stone sea wall and continuing to another found monument 547.00 feet thence North 80 degrees, 16 minutes, West 111.52 feet to an iron

pin set, thence North 9 degrees 27 minutes East 485.90 feet to a nail set on the Southerly side of Second Avenue, then along said Southerly line South 80 degrees 16 minutes East 476.72 feet to the point of beginning.”

This property was sold for \$2,150,000.00

RIVERSIDE YACHT CLUB CHAIN OF TITLE

Wanamaker Avenue at Second Street
Essington, Pennsylvania 19029

November 17, 1725

Will, Chester County

Israel Taylor, the elder
To
Benjamin Taylor

This Will describes the property: “. . . in the Island of Tinicum aforesaid, property called Mattinicunch Island . . . Beginning where the testator’s son Christopher’s land begins, and runs down the River Delaware to a fenced field which was then commonly ploughed; thence along a straight line to the swamp side then drained; thence along the swamp side to the entrance of the old road of the old landing; thence along a run side to the creek over against the widow Hendrix’s, thence up the several courses of the said creek to that tree in the will before mentioned in the boundaries of Christopher’s land; thence along the line of Christopher’s land to the place of beginning. To hold to the said Benjamin Taylor and his heirs forever.”

(Information obtained from Deed Book E, Page 160)

March 8, 1726/7

Will, Philadelphia

Benjamin Taylor
To
Thomas Taylor, his brother

The property still retains the same boundaries as previously described.

(Information obtained from Deed Book E, Page 161)

April 23, 1756

Will, Chester County

Thomas Taylor
To
Thomas Taylor, the younger

This Will mentions part of the property above: “. . . and whereby he devised a part of the said land next to the river Delaware in the same Will described and of which the tract hereinafter described . . .”

(Information obtained from Deed Book E, Page 161)

(Date unknown)

Intestate

Thomas Taylor, the younger
To
Rebecca, his wife
Israel Taylor, his son

The same property was devised as described above.

(Information obtained from Deed Book E, Page 161)

August 25, 1780

Will, Delaware County

Israel Taylor
To
Luke Smith, his brother

This will describes the following property: “. . . all that plantation which was leased to Joseph Penrose and also that piece of meadow ground, being in Darby Creek by the ferry being part of the land which descended to the said Israel as aforesaid and of which the tract hereinafter described and hereby intended to be granted is a part to his beloved brother Luke Smith his heirs and assigns forever, he paying his two sisters Margaret Smith and Rebecca Smith the sum of one hundred pounds, a piece or hard money when they should arrive to the age of eighteen.”

(Information obtained from Deed Book E, Page 161)

(Date unknown)

Intestate

Luke Smith

To

Thomas Smith, his brother

Margaret and Rebecca, the younger, his sisters

Rebecca Smith, his mother

This deed describes the terms of conveyance according to the Intestate Laws: "And whereas the said Luke Smith survived the said Israel Taylor and by the force of the Will of the said Israel, the estate thereby devised as aforesaid vested in him the said Luke Smith. And the said Luke Smith being so there seized shortly afterwards died intestate under age and without issue leaving one brother the said Thomas Smith party hereto and two sisters the said Margaret and Rebecca, all of the same whole blood, whereupon and by reason of the said devise to the said Luke as aforesaid, and by force of the Intestate Laws then in force the premises wholly descended to the said Thomas Smith party hereto as heir at law charged with the sums payable to his two sisters according to the tenor of the said Will, and subject to the right of dower of his mother the said Rebecca Smith party hereto which she is entitled by reason of her former marriage with the said Thomas Taylor the younger."

(Information obtained from Deed Book E, Page 162)

August 7, 1799

Deed Book E, Page 162

Rebecca Smith, widow of William Smith, and widow of Thomas Taylor, the younger

Thomas Smith, grazier

To

Board of Health

This deed describes the property: "Beginning at the River of Delaware at low water mark and from thence extending along the middle of the road or land between this land and land of John Taylor, North five degrees East fifty five perches and five tenths of a perch to a post for a corner; thence by the other land of the said Thomas Smith South eighty five degrees East twenty eight perches and seven tenths of a perch to another post for a corner, thence by other land of the said Thomas Smith South five degrees West fifty six perches to low water mark of the River Delaware and from thence down the said river along the several courses and meanders thereof at low water mark to the place of beginning.

Containing and laid out for ten acres."

This deed also mentions, “And whereas the Board of Health aforesaid in execution of the said recited power to them given as aforesaid, and in order to carry into effect the purposes in the said Act of Assembly mentioned have with the consent of Thomas Mifflin, Esquire, Governor of the said Commonwealth, contracted for the purpose of the tract of land hereinafter described as a place to be called the Lazaretto, which the said Rebecca and Thomas have agreed to sell to them clear of all incumbrances, for the price or sum of Two thousand dollars lawful money of the United States of America.”

The deed also describes the relationships of the grantors and other parties: “This Indenture Tripartite made the Seventh day of August in the year of our Lord one thousand seven hundred and ninety nine Between Rebecca Smith, of Tinicum Island, in the Township of Tinicum, late Ridley, in the County of Delaware, and Commonwealth of Pennsylvania, widow, and relict of William Smith, deceased, and former by the widow of Thomas Taylor, the younger, of Tinicum aforesaid deceased intestate of the first part; Thomas Smith, of the said Island of Tinicum, grazier, son of the said William and Rebecca Smith, and the brother of the whole blood and heir at law of Luke Smith late of Tinicum aforesaid, deceased, who was one of the devisees of Israel Taylor the younger, late of the same place, deceased, who was the only issue and heir at law of the said Thomas Taylor, the younger, deceased, of the second part, and the corporation by the same, stile and title of the Board of Health, created by an act of General Assembly of the said Commonwealth of Pennsylvania, entitled an Act for establishing an Health Office for securing the City and Port of Philadelphia from the introduction of pestilential and contagious diseases, of the third part.”

This property was sold for 2000 dollars.

August 7, 1799

Deed Book E, Page 159

Daniel King
Margaret, wife of Daniel King, brass founder
Rebecca Smith, the younger
To
Board of Health

This property retain the same boundaries as previously described.

The property was sold for \$1.00. (The sisters Margaret and Rebecca had become full age and received their 100 pounds).

January 6, 1937

Deed Book 1026, Page 109

The City of Philadelphia
To
Frank Mills
Anna L. Mills, his wife

This deed describes the property: "All the certain tract of land, located in Tinicum Township, Delaware County, Pennsylvania and known as the "Old Lazaretto" and described according to a survey made by E.M. Harris, Esquire, Beginning at a point in the bed of Second Street (60 feet wide) at the distance approximately 99 and 29/100 feet measured parallel to Second Street Westwardly from the Westerly side of LaGrange Avenue (60 feet wide); thence extending North 80 degrees 40 minutes West 476 and 72/100 feet to a pointing the bed of Second street; thence extending South 9 degrees 27 minutes West 1030 and 82/100 feet, more or less, to the low-water line of the Delaware River; thence extending in an Easterly direction along the low-water line of the Delaware River in several courses and distances thereof approximately 477 feet to the intersection of a line commencing at a point In the South side of Second Street (60 feet wide) 99 and 29/100 feet West of La Grange Avenue and extending South 9 degrees 37 minutes West and the low water line of the Delaware River; thence extending from the point of intersection of the said line and the low water line of the Delaware River North 9 degrees 37 minutes East 1043 and 8/10 feet, more or less, to the first mentioned point and place of beginning.

Containing approximately 11 and 32/100 acres."

This deed also mentions, "And whereas, by an Act of Assembly approved June 5, 1893 (P.L. 239) it was provided "The (indecipher) Lazaretto shall thereafter by abandoned and turned over to The City of Philadelphia" as by reference to the said Act will more fully and at large appear.

And whereas, by an Ordinance of the Council of the City of Philadelphia, approved September 1, 1936, entitled "An Ordinance to authorize the sale of the unused and unproductive salable real estate owned by the City," it was provided as follows:-

"Whereas, The City of Philadelphia is the owner of various p reels of real estate within its limits and elsewhere, which is unused and unproductive; and

Whereas, it is deemed advisable to sell and dispose of the said unused and unproductive real estate, or so much thereof as may be salable. . . ."

This property was sold for \$10,500.00

April 1, 1937

Deed Book 1028, Page 59

Frank Mills
Anna L. Mills, his wife
To
The Riverside Yacht Club "Lessee"

This deed describes the property: "All that certain lot or piece of ground with the buildings and improvements thereon erected, situate in Tinicum Township, Delaware County, Pennsylvania . . . Beginning at a point marked by a concrete monument set in the dividing line between property of the grantors and property of the US to the Westward, said monument being 485 and 91/100 feet measured along said line on a course South 9 degrees 27 minutes West from a point in the Southerly side line of Second Street (60 feet wide), which point is 576 and 1/100 feet on a course North 80 degrees 16 minutes West from the Westerly side line of LaGrange Avenue (60 feet wide); thence extending on a line parallel with Second Street South 80 degrees 16 minutes East 111 and 52/100 feet to another concrete monument; thence extending South 12 degrees 1 minute 30 seconds West, passing over another concrete monument set near a stone wall, 547 feet more or less to the low water line of the Delaware River; thence extending along said low water line in a generally Westerly direction 99 feet more or less to a point formed by the intersection of the low water line and the dividing line between the property of the grantors and property of the United States. Thence extending along said dividing line North 9 degrees 27 minutes East, passing over another concrete monument set near the stone wall, 5500 5/100 feet more or less to the place of beginning."

Grantor leasing the property to Grantee for \$4,800.00 for 10 years.

November 15, 1939

Deed Book 1079, Page 398

Frank Mills
Anna L. Mills, wife
To
Riverside Yacht Club

The boundaries remain the same as described above.

This deed also mentions, "This conveyance is made in accordance with paragraph 2 of a certain agreement between the parties hereto, dated April 1, 1937 and recorded at Media in Deed Book No. 1028 Page 59, By paragraph 3 of that agreement grantors herein retain the right to repurchase the premises hereby conveyed under certain conditions as therein set forth. Notwithstanding said agreement grantors now give to grantee herein, its Successors and assigns, the right to mortgage the premises hereby conveyed, provided that the rights of grantors, there heirs and assigns, as set forth in the said paragraph 3 shall remain unaffected, except that any repurchase as therein contemplated shall be under an subject to any such mortgage; and provided further that should any such mortgage be foreclosed but action thereon, or on the bond accompanying the same, and a sheriff's sale be had, such sale shall vest title to said premises in the purchaser thereof free and clear of all obligations under said paragraph 3, and all right of the grantors

herein, their heirs and assigns, under said paragraph 3, shall be forever extinguished by such sheriff's sale."

This property was sold for \$4,000

GOVERNMENT PROPERTY CHAIN OF TITLE
The Lagoon, owned by the Tinicum Entertainment Association, L.P.
101 Taylor Avenue
Essington, Pennsylvania 19029

November 21, 1799

Deed Book E, Page 151

John Taylor
Mary Taylor, his wife
To
United States of America

This deed describes the property: "A certain lot or piece of land situated on the River Delaware in Tinicum Township, in the County of Delaware, Beginning at a stake at the side of the said river, thence extending by the middle of a road leading from the said river to North 4 degrees and a half East 55 perches and 5/10 to a stake in the said road; thence extending North 85 degree and one half West 300 feet to a stake; thence by other land of the said John Taylor, South 4 degrees and one half West 53 perches and 2/10 of a stake at the side of the said river, thence by the said river 321 feet to the place of the beginning."
Containing 6 acres and 20 perches."

This property was sold for 1235 pounds.

February 1, 1951

Deed Book 1476, Page 460

United States of America
To
Yacht Repair and Storage Company

This deed describes the property: "Beginning at the southerly side of Second Street at the distance of 576.01 feet, measured Westwardly from the intersection of the Southerly side of Second Street (50 feet wide) with the Westerly side of LaGrange Avenue (50 feet wide), a corner of lands now or late of Frank Mills, et ux. extending thence along said land and land of the Riverside Yacht Club, South 09 degrees, 27 minutes West, 986.40 feet more or less to the low water line of the Delaware River, thence in a Westerly and Northerly direction along the low water line of the Delaware River a distance of 328 feet more or less to a point a corner of lands now or late of Mabel Walber, thence last

mentioned land North 09 degrees, 18 minutes 30 second 806 feet more or less to a point thence still along said lands North 10 degrees 01 min East 70.52 feet to a pipe in the Southerly side of said Second Street then along the Southerly side of said Second Street South 80 degree, 16 min E 299.43 feet to a pipe on the Southerly side of said Second Street, the first mentioned point and place of beginning.”

This property was sold for \$36,000.00

December 15, 1961

Deed Book 1913, Page 554

Essington Yacht Yard Inc. (formerly Yacht Repair and Storage Co.)
To
John Bosacco

This deed retains the same dimensions and boundaries as stated above.

This property was sold for \$47,000.00

September 19, 1994

Deed Book 1299, Page 1415

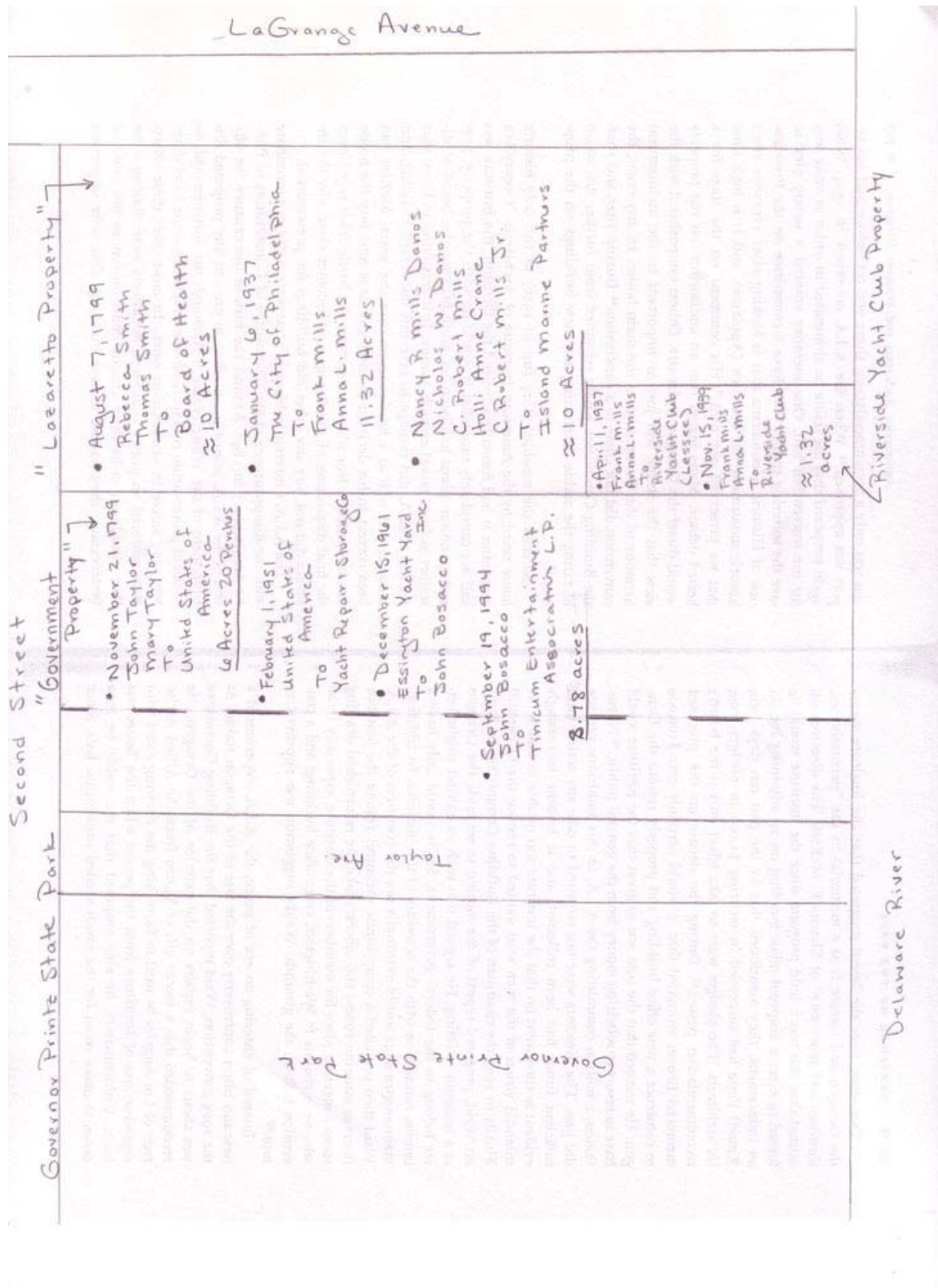
John Bosacco
To
Tinicum Entertainment Association, L.P.

This deed describes the property: “All that certain parcel of land with the buildings and improvement thereon erected, Situate in the township of Tinicum, County of Delaware and Commonwealth of Pennsylvania, . . . Beginning at a point on the Southerly side of Second Avenue (60 feet wide) at the distance of 576.01 feet measured North 80 degrees, 16 minutes, West along said side of Second Avenue from its intersections with the Westerly side of LaGrange Avenue (60 feet wide); thence leaving said side of Second Avenue South 09 degrees, 27 minutes West, the distance of 986.40 feet more or less to a point on the low water line of the Delaware River In the Northwesterly direction the distance of 468 feet more or less to a point which would be on the center line of Taylor Avenue (if the same were extended); thence leaving said low water line of the Delaware River along said center line of Taylor Avenue (60 feet wide and not opened) North 10 degrees, 01 minutes East, the distance of 751 feet more or less to a point; thence leaving said center line of Taylor Avenue South 79 degree, 59 minutes East, the distance of 121.13 feet to a point; thence North 10 degrees; 01 minutes East, the distance of 70.52 feet to a point on the Southerly side of Second Avenue; thence along said side of Second

Avenue South 80 degrees, 16 minutes East, the distance of 299.43 feet to the first mentioned point and place of beginning.

Containing 8.78 acres of land more or less.”

Consideration: \$10.00



APPENDIX B: BURRA CHARTER GUIDELINES

THE AUSTRALIA ICOMOS CHARTER FOR THE CONSERVATION OF PLACES OF CULTURAL SIGNIFICANCE (THE BURRA CHARTER)

Preamble

Having regard to the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1966), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the following Charter was adopted by Australia ICOMOS on 19th August 1979 at Burra Burra. Revisions were adopted on 23rd February 1981 and on 23 April 1988.

Definitions

ARTICLE 1. For the purpose of this Charter:

- 1.1 *Place* means site, area, building or other work, group of buildings or other works together with associated contents and surrounds.
- 1.2 *Cultural significance* means aesthetic, historic, scientific or social value for past, present or future generations.
- 1.3 *Fabric* means all the physical material of the *place*.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*. It includes maintenance and may according to circumstance include *preservation*, *restoration*, *reconstruction* and *adaptation* and will be commonly a combination of more than one of these.
- 1.5 *Maintenance* means the continuous protective care of the *fabric*, contents and setting of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction* and it should be treated accordingly.

- 1.6 *Preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning the EXISTING *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the *fabric*. This is not to be confused with either recreation or conjectural reconstruction which are outside the scope of this Charter.
- 1.9 *Adaptation* means modifying a *place* to suit proposed compatible uses.
- 1.10 *Compatible use* means a use which involves no change to the culturally significant *fabric*, changes which are substantially reversible, or changes which require a minimal impact.

Conservation Principles

ARTICLE 2. The aim of *conservation* is to retain the *cultural significance* of a *place* and must include provision for its security, its *maintenance* and its future.

ARTICLE 3. *Conservation* is based on a respect for the existing *fabric* and should involve the least possible physical intervention. It should not distort the evidence provided by the *fabric*.

ARTICLE 4. *Conservation* should make use of all the disciplines which can contribute to the study and safeguarding of a *place*. Techniques employed should be traditional but in some circumstances they may be modern ones for which a firm scientific basis exists and which have been supported by a body of experience.

ARTICLE 5. *Conservation* of a *place* should take into consideration all aspects of its *cultural significance* without unwarranted emphasis on any one aspect at the expense of others.

ARTICLE 6. The conservation policy appropriate to a *place* must first be determined by an understanding of its *cultural significance*.

ARTICLE 7. The conservation policy will determine which uses are compatible.

ARTICLE 8. *Conservation* requires the maintenance of an appropriate visual setting: e.g., form, scale, colour, texture and materials. No new construction, demolition or modification which would adversely affect the setting should be allowed. Environmental intrusions which adversely affect appreciation or enjoyment of the *place* should be excluded.

ARTICLE 9. A building or work should remain in its historical location. The moving of all or part of a building or work is unacceptable unless this is the sole means of ensuring its survival.

ARTICLE 10. The removal of contents which form part of the *cultural significance* of the *place* is unacceptable unless it is the sole means of ensuring their security and *preservation*. Such contents must be returned should changed circumstances make this practicable.

Conservation Processes

Preservation

ARTICLE 11. *Preservation* is appropriate where the existing state of the *fabric* itself constitutes evidence of specific *cultural significance*, or where insufficient evidence is available to allow other conservation processes to be carried out.

ARTICLE 12. *Preservation* is limited to the protection, *maintenance* and, where necessary, the stabilisation of the existing *fabric* but without the distortion of its *cultural significance*.

Restoration

ARTICLE 13. *Restoration* is appropriate only if there is sufficient evidence of an earlier state of the *fabric* and only if returning the *fabric* to that state reveals the *cultural significance* of the *place*.

ARTICLE 14. *Restoration* should reveal anew culturally significant aspects of the *place*. It is based on respect for all the physical, documentary and other evidence and stops at the point where conjecture begins.

ARTICLE 15. *Restoration* is limited to the reassembling of displaced components or removal of accretions in accordance with Article 16.

ARTICLE 16. The contributions of all periods to the place must be respected. If a *place* includes the *fabric* of different periods, revealing the *fabric* of one period at the expense of another can only be justified when what is removed is of slight *cultural significance* and the *fabric* which is to be revealed is of much greater *cultural significance*.

Reconstruction

ARTICLE 17. *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration and where it is necessary for its survival, or where it reveals the *cultural significance* of the *place* as a whole.

ARTICLE 18. *Reconstruction* is limited to the completion of a depleted entity and should not constitute the majority of the *fabric* of the *place*.

ARTICLE 19. *Reconstruction* is limited to the reproduction of *fabric*, the form of which is known from physical and/or documentary evidence. It should be identifiable on close inspection as being new work.

Adaptation

ARTICLE 20. *Adaptation* is acceptable where the *conservation* of the *place* cannot otherwise be achieved, and where the *adaptation* does not substantially detract from its *cultural significance*.

ARTICLE 21. *Adaptation* must be limited to that which is essential to a use for the *place* determined in accordance with Articles 6 and 7.

ARTICLE 22. *Fabric of cultural significance* unavoidably removed in the process of *adaptation* must be kept safely to enable its future reinstatement.

Conservation Practice

ARTICLE 23. Work on a *place* must be preceded by professionally prepared studies of the physical, documentary and other evidence, and the existing *fabric* recorded before any intervention in the *place*.

ARTICLE 24. Study of a *place* by any disturbance of the *fabric* or by archaeological excavation should be undertaken where necessary to provide data essential for decisions on the *conservation* of the *place* and/or to secure evidence about to be lost or made inaccessible through necessary *conservation* or other unavoidable action. Investigation of a *place* for any other reason which requires physical disturbance and which adds substantially to a scientific body of knowledge may be permitted, provided that it is consistent with the conservation policy for the *place*.

ARTICLE 25. A written statement of conservation policy must be professionally prepared setting out the *cultural significance* and proposed *conservation* procedure together with justification and supporting evidence, including photographs, drawings and all appropriate samples.

ARTICLE 26. The organisation and individuals responsible for policy decisions must be named and specific responsibility taken for each such decision.

ARTICLE 27. Appropriate professional direction and supervision must be maintained at all stages of the work and a log kept of new evidence and additional decisions recorded as in Article 25 above.

ARTICLE 28. The records required by Articles 23, 25, 26 and 27 should be placed in a permanent archive and made publicly available.

ARTICLE 29. The items referred to in Articles 10 and 22 should be professionally catalogued and protected.

Words in italics are defined in Article 1.

GUIDELINES TO THE BURRA CHARTER: CULTURAL SIGNIFICANCE

These guidelines for the establishment of cultural significance were adopted by the Australian national committee of the International Council on Monuments and Sites (Australia ICOMOS) on 14 April 1984 and revised on 23 April 1988. They should be read in conjunction with the Burra Charter.

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1.0 PREFACE

1.1 Intention of guidelines

These guidelines are intended to clarify the nature of professional work done within the terms of the Burra Charter. They recommend a methodical procedure for assessing the cultural significance of a place, for preparing a statement of cultural significance and for making such information publicly available.

1.2 Applicability

The guidelines apply to any place likely to be of cultural significance regardless of its type or size.

1.3 Need to establish cultural significance

The assessment of cultural significance and the preparation of a statement of cultural significance, embodied in a report as defined in section 4.0, are essential prerequisites to making decisions about the future of a place.

1.4 Skills required

In accordance with Article 4 of the Burra Charter, the study of a place should make use of all relevant disciplines. The professional skills required for such study are not common. It cannot be assumed that any one practitioner will have the full range of skills required to assess cultural significance and prepare a statement. Sometimes in the course of the task it will be necessary to engage additional practitioners with special expertise.

1.5 Issues not considered

The assessment of cultural significance and the preparation of a statement do not involve or take account of such issues as the necessity for conservation action, legal constraints, possible uses, structural stability or costs and returns. These issues will be dealt with in the development of a conservation policy.

2.0 THE CONCEPT OF CULTURAL SIGNIFICANCE

2.1 Introduction

In the Burra Charter cultural significance means “aesthetic, historic, scientific or social value for past, present or future generations”.

Cultural significance is a concept which helps in estimating the value of places. The places that are likely to be of significance are those which help an understanding of the past or enrich the present, and which will be of value to future generations.

Although there are a variety of adjectives used in definitions of cultural significance in Australia, the adjectives “aesthetic”, “historic”, “scientific” and “social”, given alphabetically in the Burra Charter, can encompass all other values.

The meaning of these terms in the context of cultural significance is discussed below. It should be noted that they are not mutually exclusive, for example, architectural style has both historic and aesthetic aspects.

2.2 Aesthetic value

Aesthetic value includes aspects of sensory perception for which criteria can and should be stated. Such criteria may include consideration of the form, scale, colour, texture and material of the fabric; the smells and sounds associated with the place and its use.

2.3 Historic value

Historic value encompasses the history of aesthetics, science and society, and therefore to a large extent underlies all of the terms set out in this section.

A place may have historic value because it has influenced, or has been influenced by, an historic figure, event, phase or activity. It may also have historic value as the site of an important event. For

any given place the significance will be greater where evidence of the association or event survives in situ, or where the settings are substantially intact, than where it has been changed or evidence does not survive. However, some events or associations may be so important that the place retains significance regardless of subsequent treatment.

2.4 Scientific value

The scientific or research value of a place will depend upon the importance of the data involved, on its rarity, quality or representativeness, and on the degree to which the place may contribute further substantial information.

2.5 Social value

Social value embraces the qualities for which a place has become a focus of spiritual, political, national or other cultural sentiment to a majority or minority group.

2.6 Other approaches

The categorisation into aesthetic, historic, scientific and social values is one approach to understanding the concept of cultural significance. However, more precise categories may be developed as understanding of a particular place increases.

3.0 THE ESTABLISHMENT OF CULTURAL SIGNIFICANCE

3.1 Introduction

In establishing the cultural significance of a place it is necessary to assess all the information relevant to an understanding of the place and its fabric. The task includes a report comprising written material and graphic material. The contents of the report should be arranged to suit the place and the limitations on the task, but it will generally be in two sections: first, the assessment of cultural significance (see 3.2 and 3.3) and second, the statement of cultural significance (see 3.4).

3.2 Collection of information

Information relevant to the assessment of cultural significance should be collected. Such information concerns:

- (a) the developmental sequence of the place and its relationship to the surviving fabric;
- (b) the existence and nature of lost or obliterated fabric;
- (c) the rarity and/or technical interest of all or any part of the place;
- (d) the functions of the place and its parts;
- (e) the relationship of the place and its parts with its setting;
- (f) the cultural influences which have affected the form and fabric of the place;
- (g) the significance of the place to people who use or have used the place, or descendants of such people;
- (h) the historical content of the place with particular reference to the ways in which its fabric has been influenced by historical forces or has itself influenced the course of history;
- (i) the scientific or research potential of the place;
- (j) the relationship of the place to other places, for example in respect of design, technology, use, locality or origin;
- (k) any other factor relevant to an understanding of the place.

3.3 The assessment of cultural significance

The assessment of cultural significance follows the collection of information.

The validity of the judgements will depend upon the care with which the data is collected and the reasoning applied to it.

In assessing cultural significance the practitioner should state conclusions. Unresolved aspects should be identified.

Whatever may be considered the principal significance of a place, all other aspects of significance should be given consideration.

3.3.1 Extent of recording –

In assessing these matters a practitioner should record the place sufficiently to provide a basis for the necessary discussion of the facts. During such recording any obviously urgent problems endangering the place, such as stability and security, should be reported to the client.

3.3.2 Intervention in the fabric –

Intervention in, or removal of, fabric at this stage should be strictly within the terms of the Burra Charter.

3.3.3 Hypotheses –

Hypotheses, however expert or informed, should not be presented as established fact. Feasible or possible hypotheses should be set out, with the evidence for and against them, and the line of reasoning that has been followed. Any attempt which has been made to check a hypothesis should be recorded, so as to avoid repeating fruitless research.

3.4 Statement of cultural significance

The practitioner should prepare a succinct statement of cultural significance, supported by, or cross referenced to, sufficient graphic material to help identify the fabric of cultural significance.

It is essential that the statement be clear and pithy, expressing simply why the place is of value but not restating the physical or documentary evidence.

4.0 THE REPORT

4.1 Content

The report will comprise written and graphic material and will present an assessment of cultural significance and a statement of cultural significance.

In order to avoid unnecessary bulk, only material directly relevant to the process of assessing cultural significance and to making a statement of cultural significance should be included.

See also Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports.

4.2 Written material

The text should be clearly set out and easy to follow. In addition to the assessment and statement of cultural significance as set out in 3.2, 3.3 and 3.4 it should include:

- (a) name of the client;
- (b) names of all the practitioners engaged in the task;
- (c) authorship of the report;
- (d) date;
- (e) brief or outline of brief;
- (f) constraints on the task, for example, time, money, expertise;
- (g) sources (see 4.4).

4.3 Graphic material

Graphic material may include maps, plans, drawings, diagrams, sketches, photographs and tables, and should be reproduced with sufficient quality for the purposes of interpretation.

All components discussed in the report should be identified in the graphic material. Such components should be identified and described in a schedule.

Detailed drawings may not be necessary. A diagram may best assist the purpose of the report.

Graphic material which does not serve a specific purpose should not be included.

4.4 Sources

All sources used in the report must be cited with sufficient precision to enable others to locate them.

It is necessary for all sources consulted to be listed, even if not cited.

All major sources or collections not consulted, but believed to have potential usefulness in establishing cultural significance, should be listed.

In respect of source material privately held the name and address of the owner should be given, but only with the owner's consent.

4.5 Exhibition and adoption

The report should be exhibited and the statement of cultural significance adopted in accordance with Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports.

GUIDELINES TO THE BURRA CHARTER: CONSERVATION POLICY

These guidelines, which cover the development of conservation policy and strategy for implementation of that policy, were adopted by the Australian national committee of the International Council on Monuments and Sites (Australia ICOMOS) on 25 May 1985 and revised on 23 April 1988. They should be read in conjunction with the Burra Charter.

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- 1.4 Skills required
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- 1.0 PREFACE
- 1.1 Intention of guidelines

These guidelines are intended to clarify the nature of professional work done within the terms of the Burra Charter. They recommend a methodical procedure for development of the conservation policy for a place, for the statement of conservation policy and for the strategy for the implementation of that policy.
- 1.2 Cultural significance

The establishment of cultural significance and the preparation of a statement of cultural significance are essential prerequisites to the development of conservation policy (refer to Guidelines to the Burra Charter: Cultural Significance).
- 1.3 Need to develop conservation policy

The development of a conservation policy, embodied in a report as defined in Section 5.0, is an essential prerequisite to making decisions about the future of the place.
- 1.4 Skills required

In accordance with the Burra Charter, the study of a place should make use of all relevant disciplines. The professional skills required for such a study are not common. It cannot be assumed that any one practitioner will have the full range of skills required to develop a conservation policy and prepare the appropriate report. In the course of the task it may be necessary to consult with other practitioners and organisations.

2.0 THE SCOPE OF THE CONSERVATION POLICY

2.1 Introduction

The purpose of the conservation policy is to state how the conservation of the place may best be achieved both in the long and short term. It will be specific to that place. The conservation policy will include the issues listed below.

2.2 Fabric and setting

The conservation policy should identify the most appropriate way of caring for the fabric and setting of the place arising out of the statement of significance and other constraints. A specific combination of conservation actions should be identified. This may or may not involve changes to the fabric.

2.3 Use

The conservation policy should identify a use or combination of uses, or constraints on use, that are compatible with the retention of the cultural significance of the place and that are feasible.

2.4 Interpretation

The conservation policy should identify appropriate ways of making the significance of the place understood consistent with the retention of that significance. This may be a combination of the treatment of the fabric, the use of the place and the use of introduced interpretative material. In some instances the cultural significance and other constraints may preclude the introduction of such uses and material.

2.5 Management

The conservation policy should identify a management structure through which the conservation policy is capable of being implemented. It should also identify:

- (a) those to be responsible for subsequent conservation and management decisions and for the day[^]to[^]day management of the place;
- (b) the mechanism by which these decisions are to be made and recorded;
- (c) the means of providing security and regular maintenance for the place.

2.6 Control of physical intervention in the fabric

The conservation policy should include provisions for the control of physical intervention. It may:

- (a) specify unavoidable intervention;
- (b) identify the likely impact of any intervention on the cultural significance;
- (c) specify the degree and nature of intervention acceptable for non-conservation purposes;
- (d) specify explicit research proposals
- (e) specify how research proposals will be assessed;
- (f) provide for the conservation of significant fabric and contents removed from the place;
- (g) provide for the analysis of material;
- (h) provide for the dissemination of the resultant information;
- (i) specify the treatment of the site when the intervention is complete.

2.7 Constraints on investigation

The conservation policy should identify social, religious, legal or other cultural constraints which might limit the accessibility or investigation of the place.

2.8 Future developments

The conservation policy should set guidelines for future developments resulting from changing needs.

2.9 Adoption and review

The conservation policy should contain provision for adoption and review.

3.0 DEVELOPMENT OF CONSERVATION POLICY

3.1 Introduction

In developing a conservation policy for the place it is necessary to assess all the information relevant to the future care of the place and its fabric. Central to this task is the statement of cultural significance.

The task includes a report as set out in Section 5.0. The contents of the report should be arranged to suit the place and the limitations of the task, but it will generally be in three sections:

- (a) the development of a conservation policy (see 3.2 and 3.3);
- (b) the statement of conservation policy (see 3.4 and 3.5);
- (c) the development of an appropriate strategy for implementation of the conservation policy (see 4.0).

3.2 Collection of information

In order to develop the conservation policy sufficient information relevant to the following should be collected:

3.2.1 Significant fabric –

Establish or confirm the nature, extent, and degree of intactness of the significant fabric including contents (see Guidelines to Burra Charter: Cultural Significance).

3.2.2 Client, owner and user requirements and resources –

Investigate needs, aspirations, current proposals, available finances, etc., in respect of the place.

3.2.3 Other requirements and concerns –

Investigate other requirements and concerns likely to affect the future of the place and its setting including:

- (a) federal, state and local government acts, ordinances and planning controls;
- (b) community needs and expectations;
- (c) locational and social context.

3.2.4 Condition of fabric –

Survey the fabric sufficiently to establish how its physical state will affect options for the treatment of the fabric.

3.2.5 Uses –

Collect information about uses, sufficient to determine whether or not such uses are compatible with the significance of the place and feasible.

3.2.6 Comparative information –

Collect comparative information about the conservation of similar places (if appropriate).

3.2.7 Unavailable information –

Identify information which has been sought and is unavailable and which may be critical to the determination of the conservation policy or to its implementation.

3.3 Assessment of information

The information gathered above should now be assessed in relation to the constraints arising from the statement of cultural significance for the purpose of developing a conservation policy.

In the course of the assessment it may be necessary to collect further information.

3.4 Statement of conservation policy

The practitioner should prepare a statement of conservation policy that addresses each of the issues listed in 2.0, viz.:

- fabric and setting;
- use;
- interpretation;
- management;
- control of intervention in the fabric;
- constraints on investigation;
- future developments;
- adoption and review.

The statement of conservation policy should be cross[^]referenced to sufficient documentary and graphic material to explain the issues considered.

3.5 Consequences of conservation policy

The practitioner should set out the way in which the implementation of the conservation policy will or will not:

- (a) change the place including its setting;
- (b) affect its significance;
- (c) affect the locality and its amenity;
- (d) affect the client, owner and user;
- (e) affect others involved.

4.0 IMPLEMENTATION OF CONSERVATION POLICY

Following the preparation of the conservation policy a strategy for its implementation should be prepared in consultation with the client. The strategy may include information about:

- (a) the financial resources to be used;
- (b) the technical and other staff to be used;
- (c) the sequence of events;
- (d) the timing of events;
- (e) the management structure.

The strategy should allow the implementation of the conservation policy under changing circumstances.

5.0 THE REPORT

5.1 Introduction

The report is the vehicle through which the conservation policy is expressed, and upon which conservation action is based.

See also Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports.

5.2 Written material

Written material will include:

- (a) the statement of cultural significance;
- (b) the development of conservation policy;
- (c) the statement of conservation policy;
- (d) the strategy for implementation of conservation policy.

It should also include:

- (a) name of the client;
- (b) names of all the practitioners engaged in the task, the work they undertook, and any separate reports they prepared;
- (c) authorship of the report;
- (d) date;
- (e) brief or outline of brief;
- (f) constraints on the task, for example, time, money, expertise;
- (g) sources (see 5.4).

5.3 Graphic material

Graphic material may include maps, plans, drawings, diagrams, sketches, photographs and tables, clearly reproduced.

Material which does not serve a specific purpose should not be included.

5.4 Sources

All sources used in the report must be cited with sufficient precision to enable others to locate them.

All sources of information, both documentary and oral, consulted during the task should be listed, whether or not they proved fruitful.

In respect of source material privately held, the name and address of the owner should be given, but only with the owner's consent.

5.5 Exhibition and adoption

The report should be exhibited and the statement of conservation policy adopted in accordance with Guidelines to the Burra Charter Procedures for Undertaking Studies and Reports.

APPENDIX C: FIGURES



Delaware County, Commonwealth of Pennsylvania

Figure 1: Map of the Commonwealth of Pennsylvania and Delaware County, 2005
General Libraries, the University of Texas at Austin

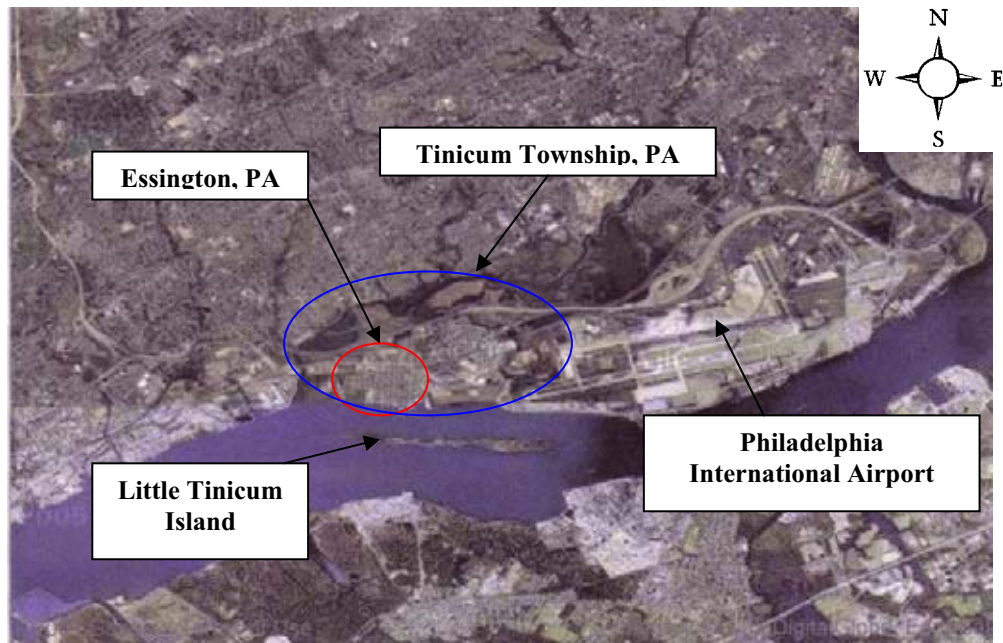


Figure 2: Aerial View of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
 Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

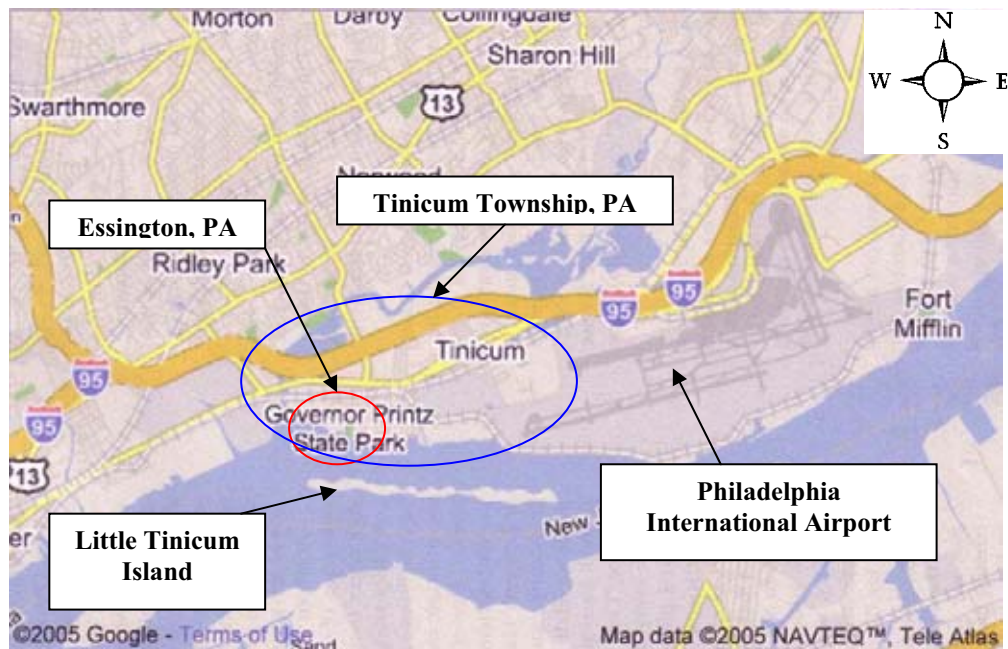


Figure 3: Map of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
 Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

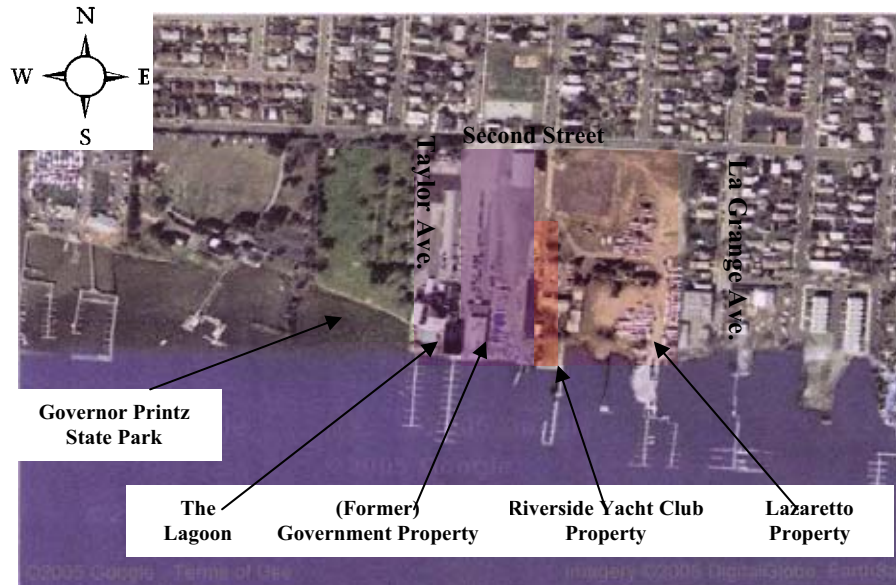


Figure 4: Aerial View of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
 Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

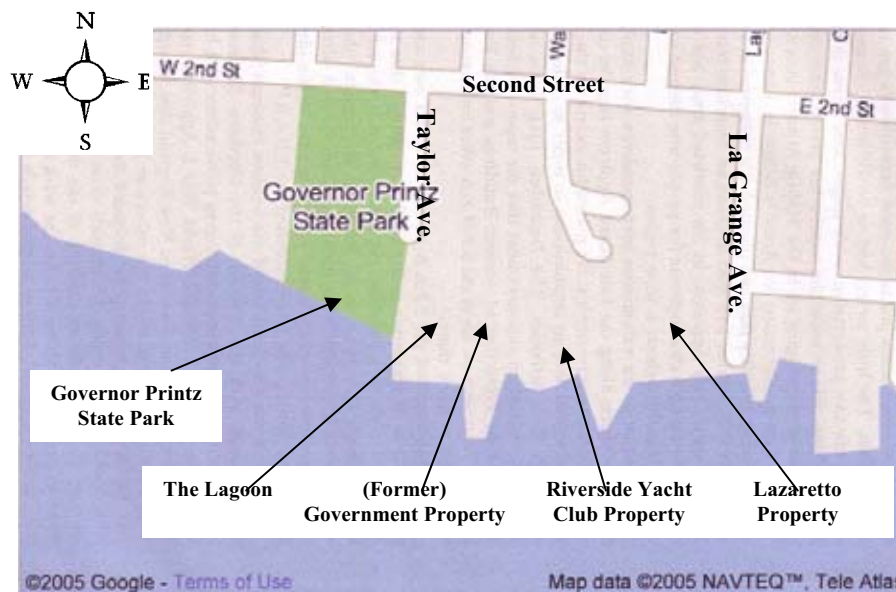


Figure 5: Map of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
 Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

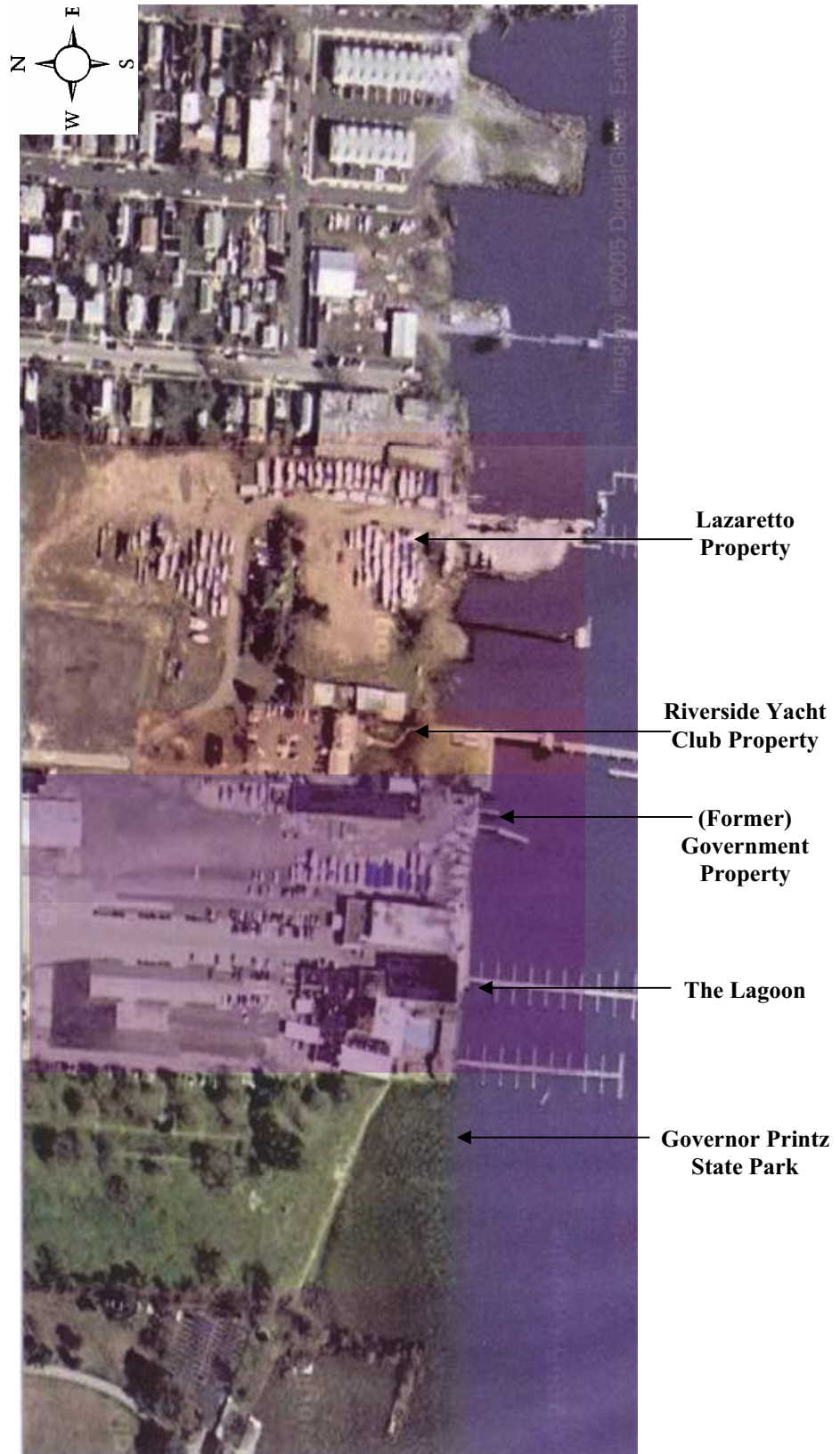


Figure 6: Aerial View of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

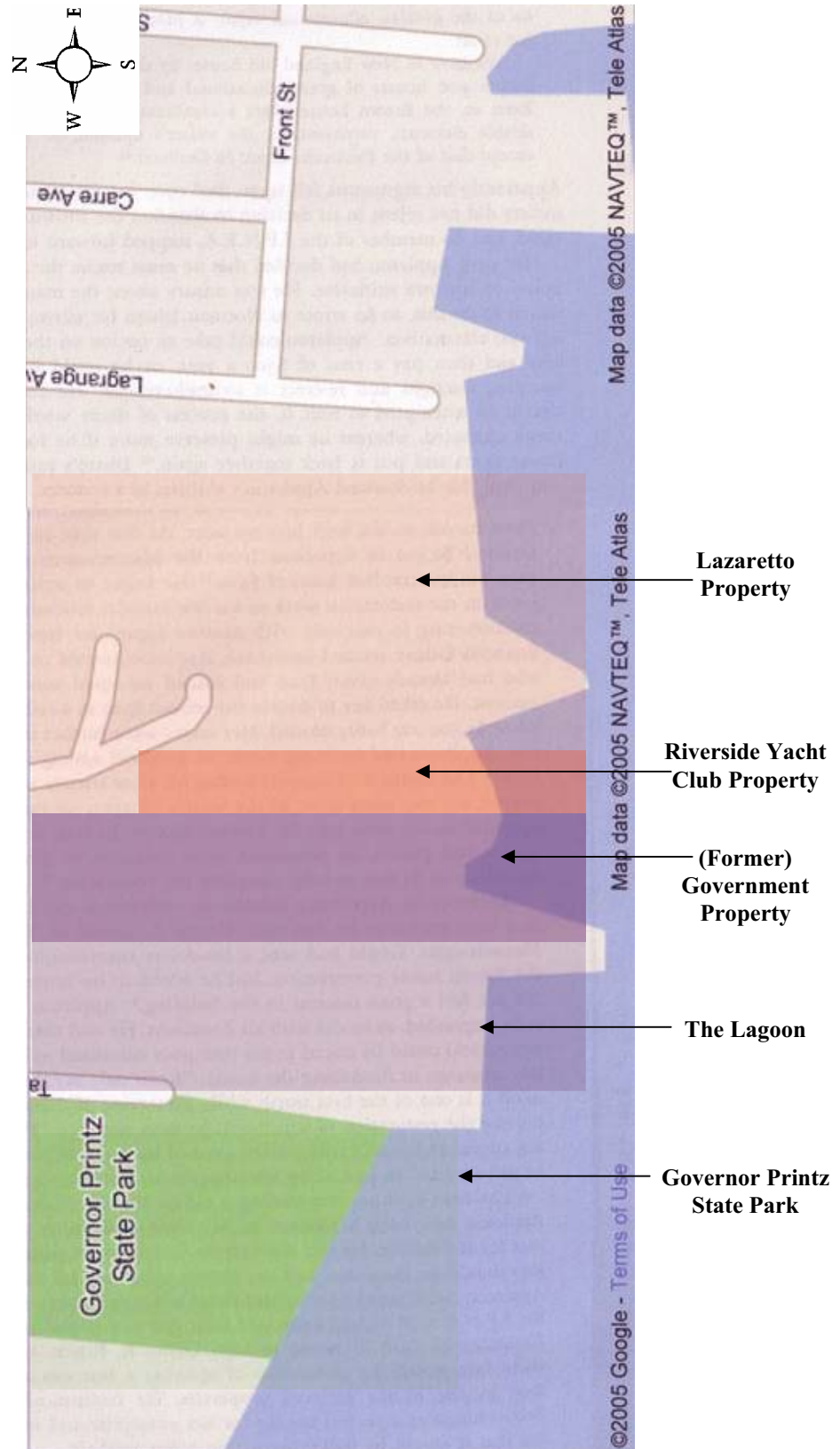


Figure 7: Map of Governor Printz State Park, the Lagoon, Riverside Yacht Club, and the Lazaretto Property, 2005.
Digital Globe, Mapdata, Navteq Tele Atlas, Google.com

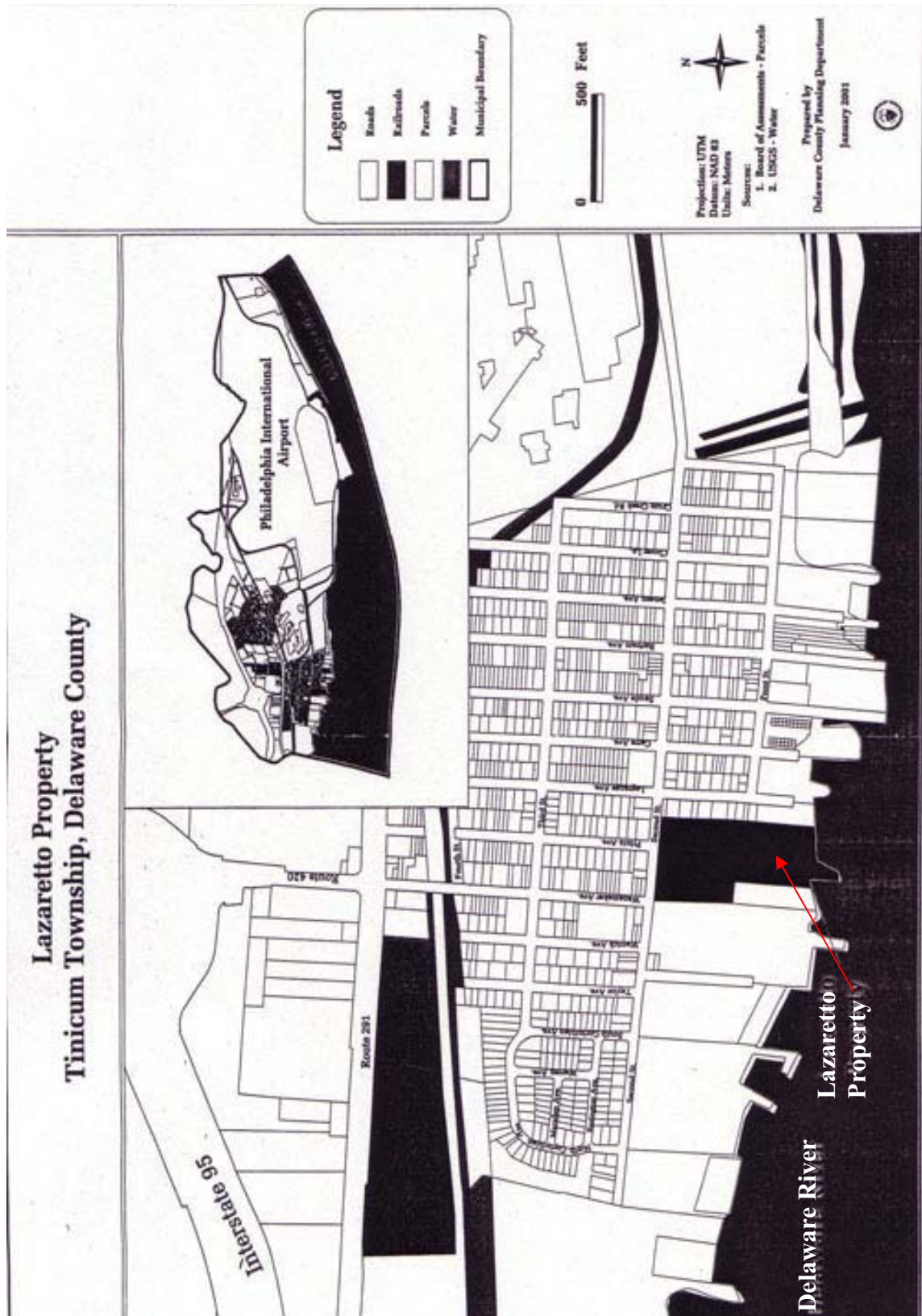


Figure 8: Location Map of Tincum Township, 2001
Delaware County Planning Department

Figure 9: Site Plan of the Lazaretto Quarantine Station

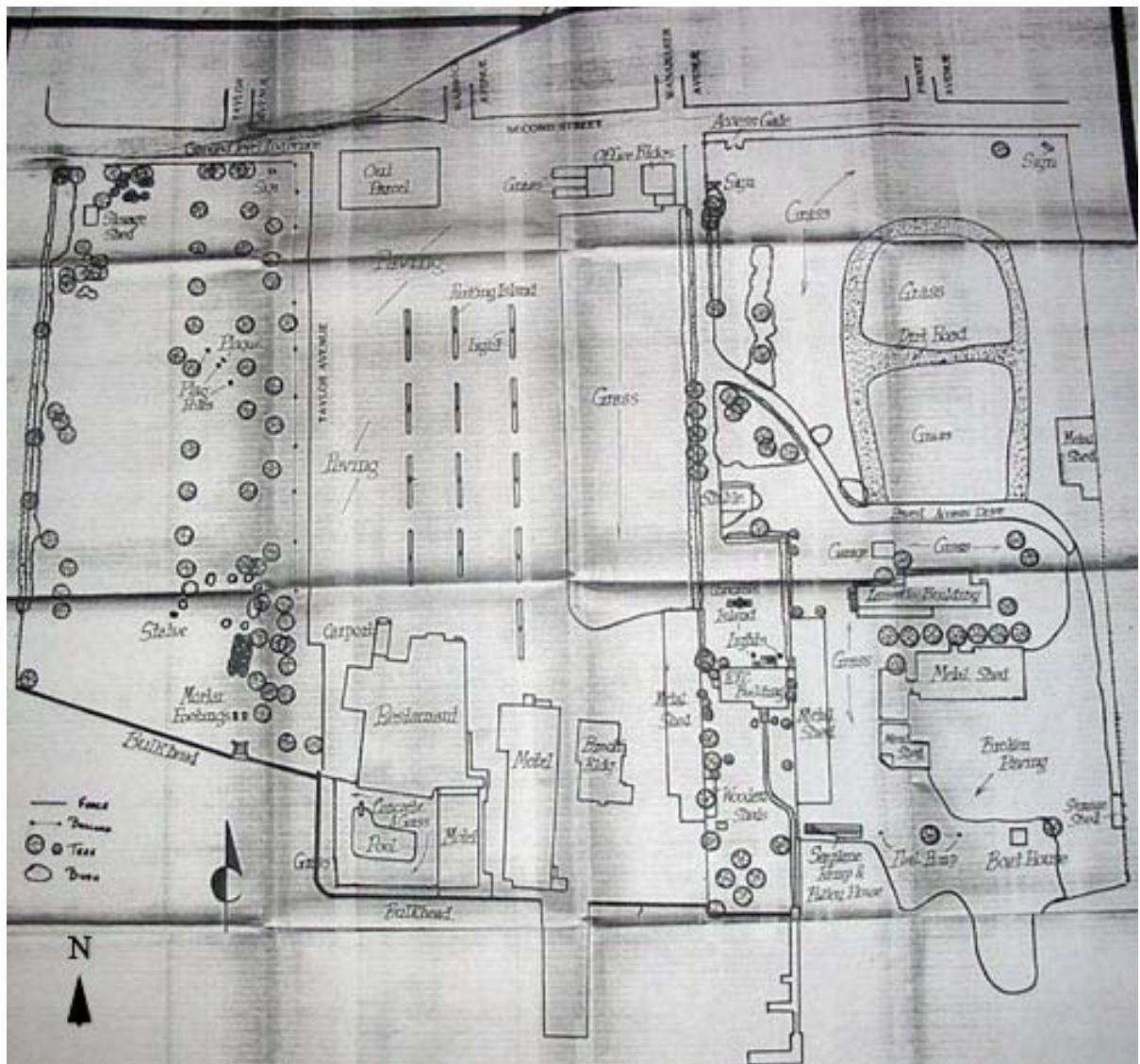


Figure 10: Site Plan of the Lazaretto, Riverside Yacht Club, Lagoon, and Governor Printz State Park, 1986.
Source: Delaware County Planning Department

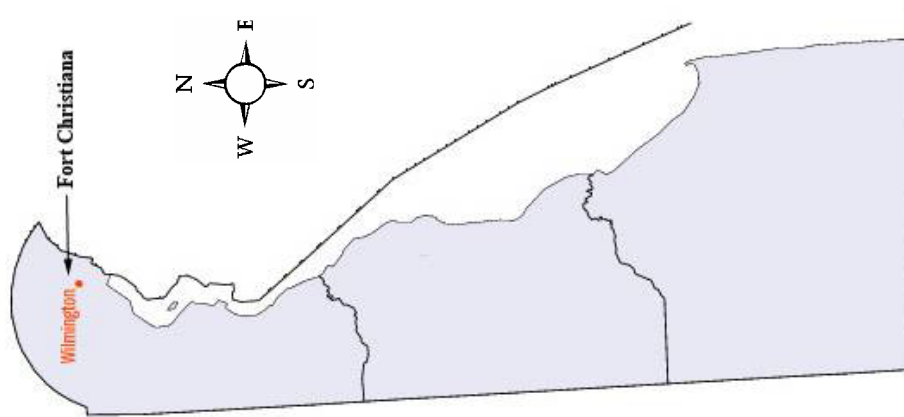


Figure 12: Location of Swedish Fort Christiana where Wilmington, Delaware is today.
The United States Census Bureau

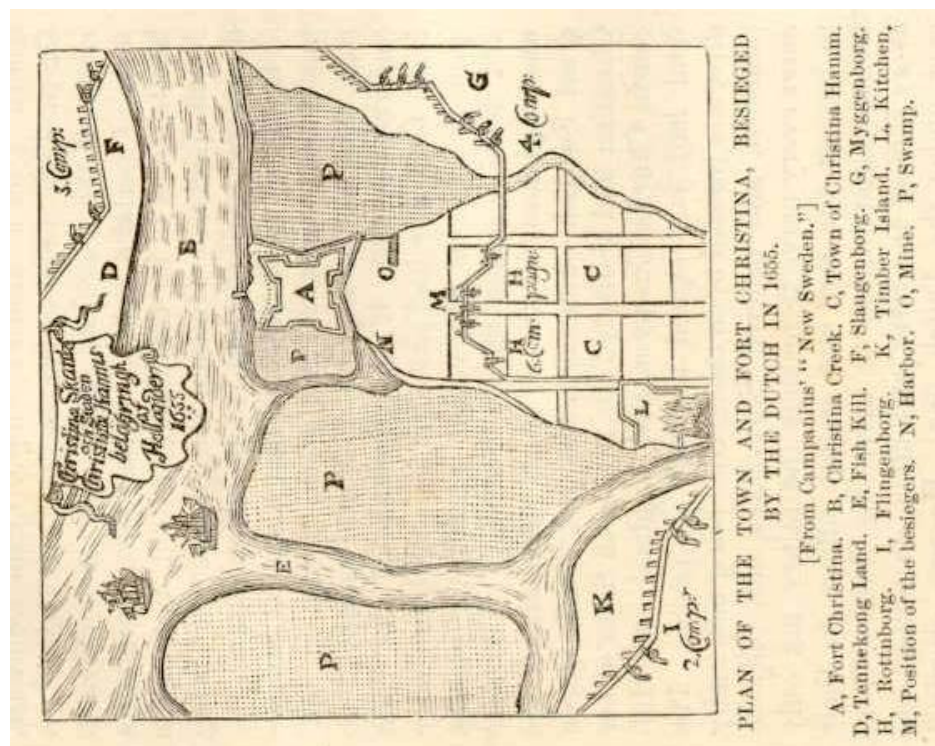


Figure 13: Plan of Fort Christina, 1655
J. Thomas Scharf, *History of Delaware 1609-1888* (Philadelphia: L.J. Richards, 1888).



Figure 14: Location of the first Lazaretto or “Pest House” at the mouth of the Schuylkill River, 1753
 N. Scull and G. Heap, Atlas of Delaware County.
 Free Library of Philadelphia

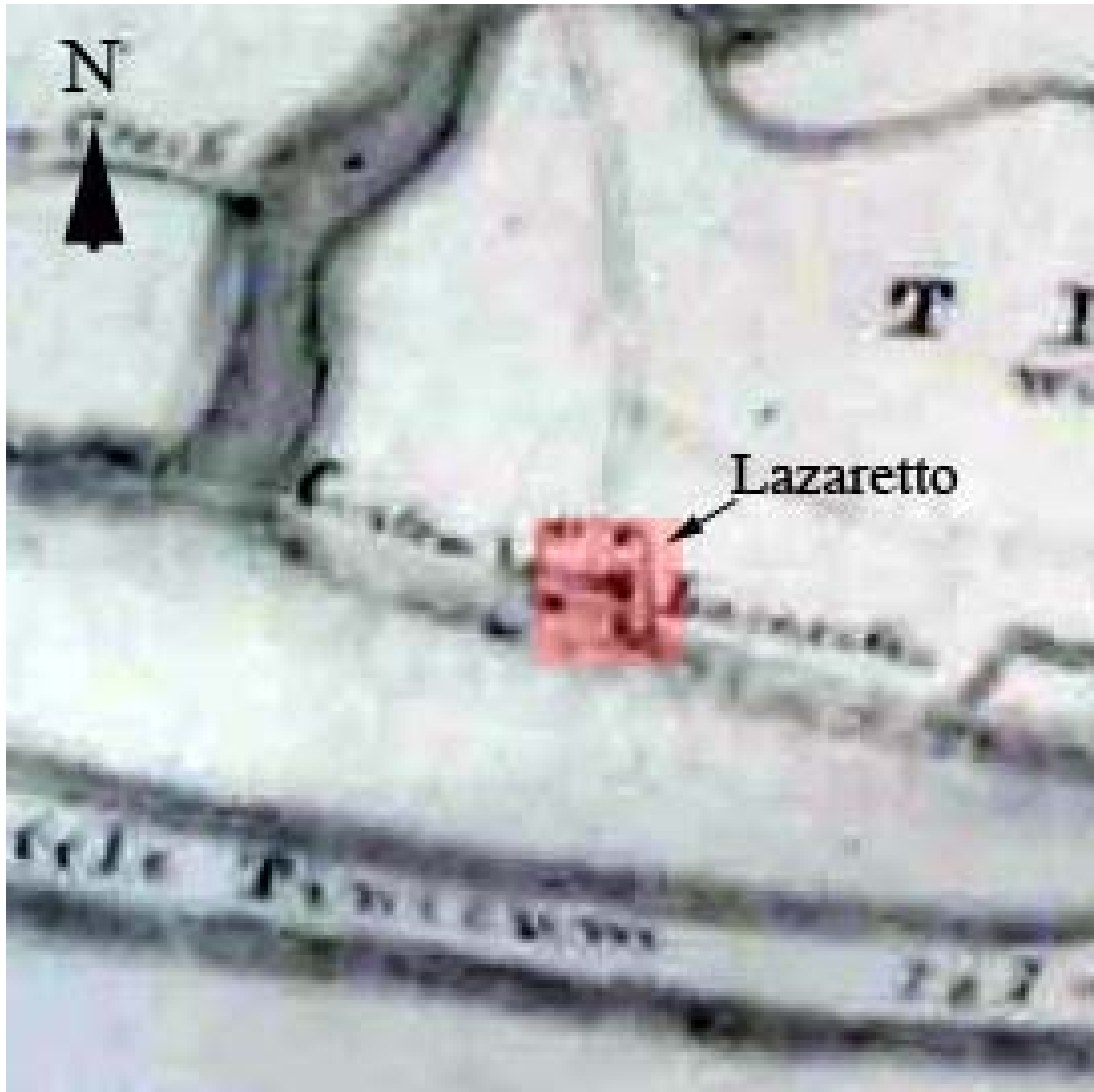


Figure 15: Melish and Whitesides Atlas of Delaware County, Pennsylvania, 1818.
Free Library of Philadelphia

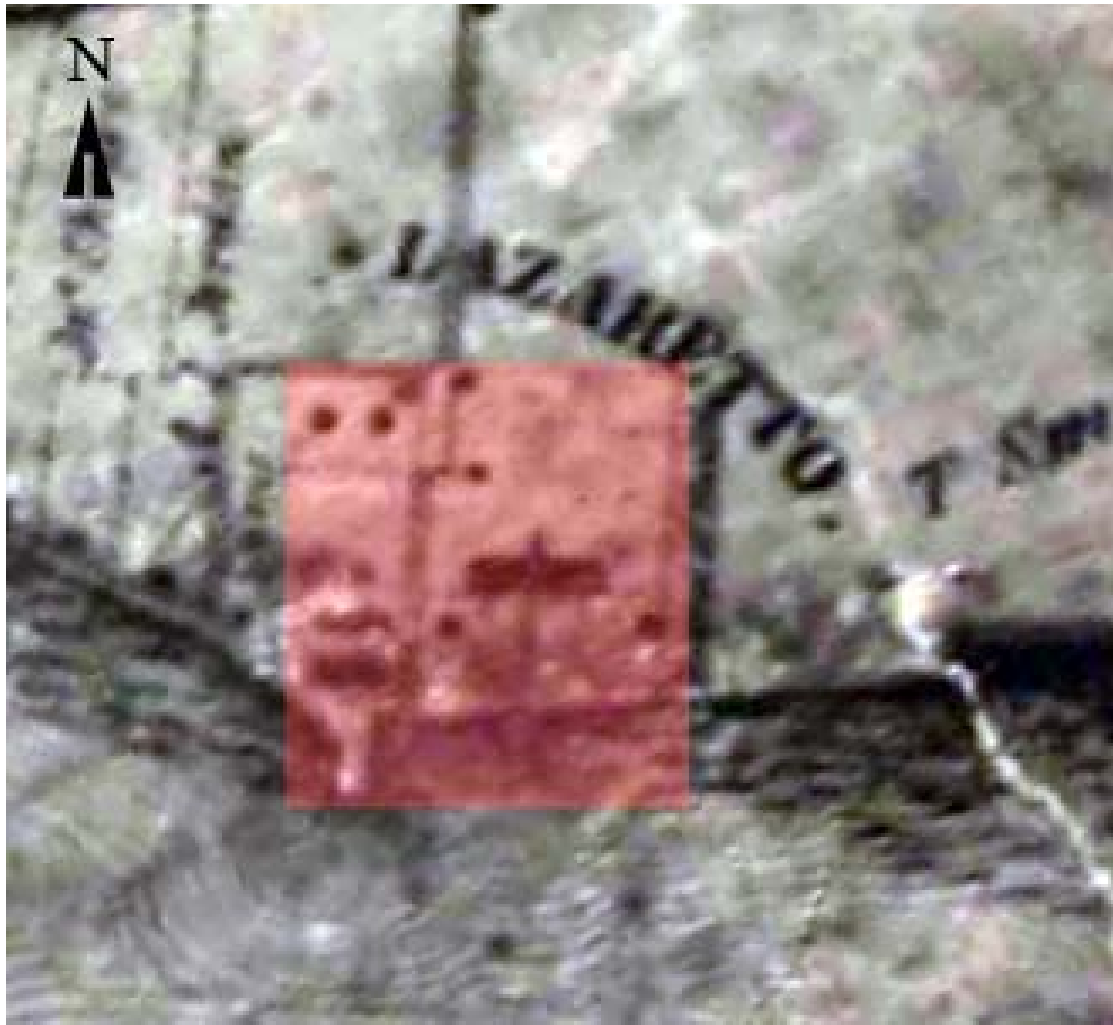


Figure 16: F. L. Smith, Atlas of Delaware County, Pennsylvania, 1848
Free Library of Philadelphia

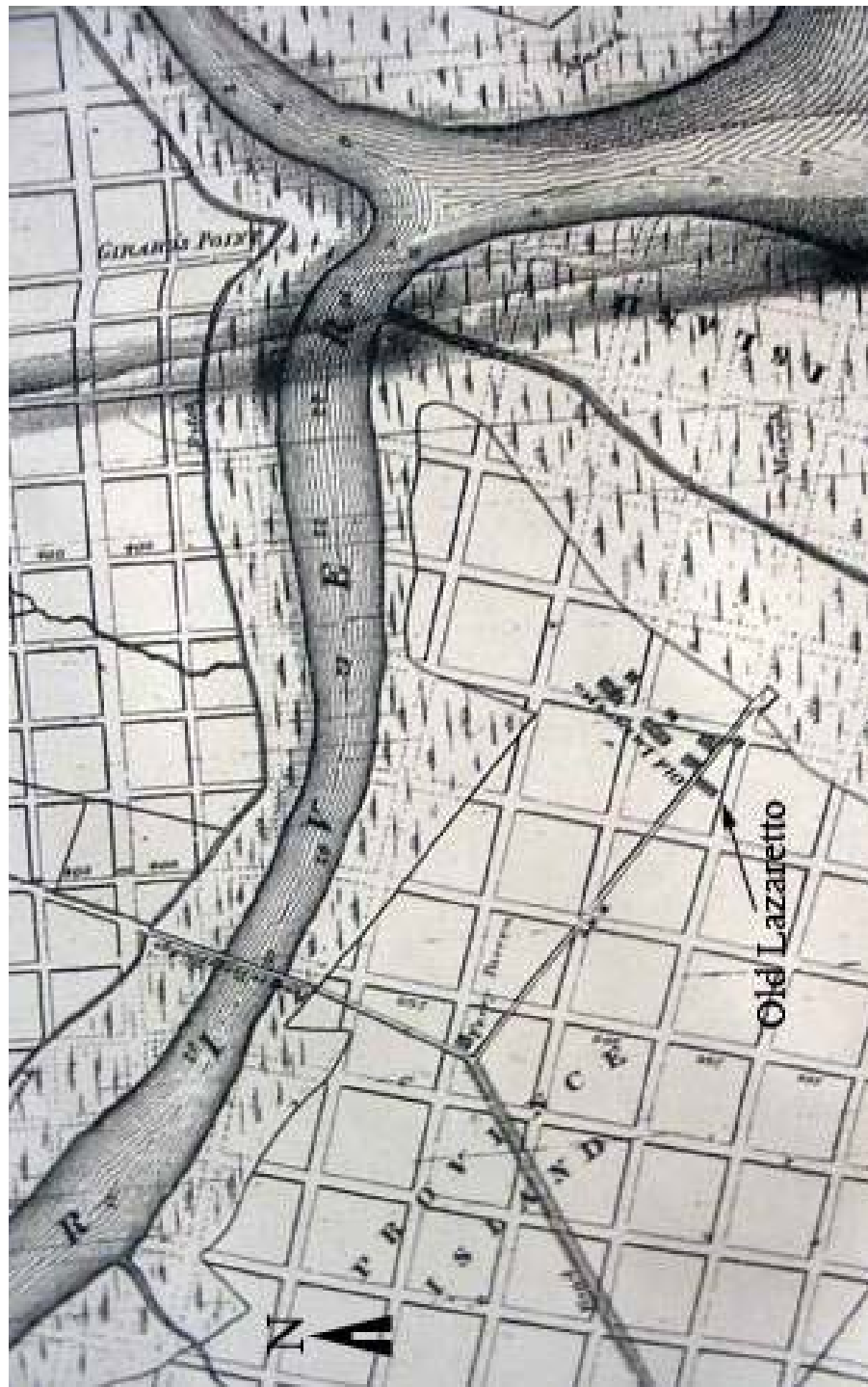


Figure X: Samuel L. Smedley, Atlas of the City of Philadelphia, 1862
Source: Free Library of Philadelphia



Figure 18: G.M. Hopkins, Atlas of Delaware County, 1870
Source: Free Library of Philadelphia



Figure 19: Benjamin Smith, Atlas of Delaware County, 1880
Free Library of Philadelphia

**Figure 20: PART ONE - Diagram 1: Lazaretto Station, Pepper's House, and Position of the Brig
"Home," 1870.
Atwater Kent Museum Archives**

**Figure 21: PART 2 - Diagram 1: Lazaretto Station, Pepper's House, and Position of the Brig
"Home," 1870.
Atwater Kent Museum Archives**

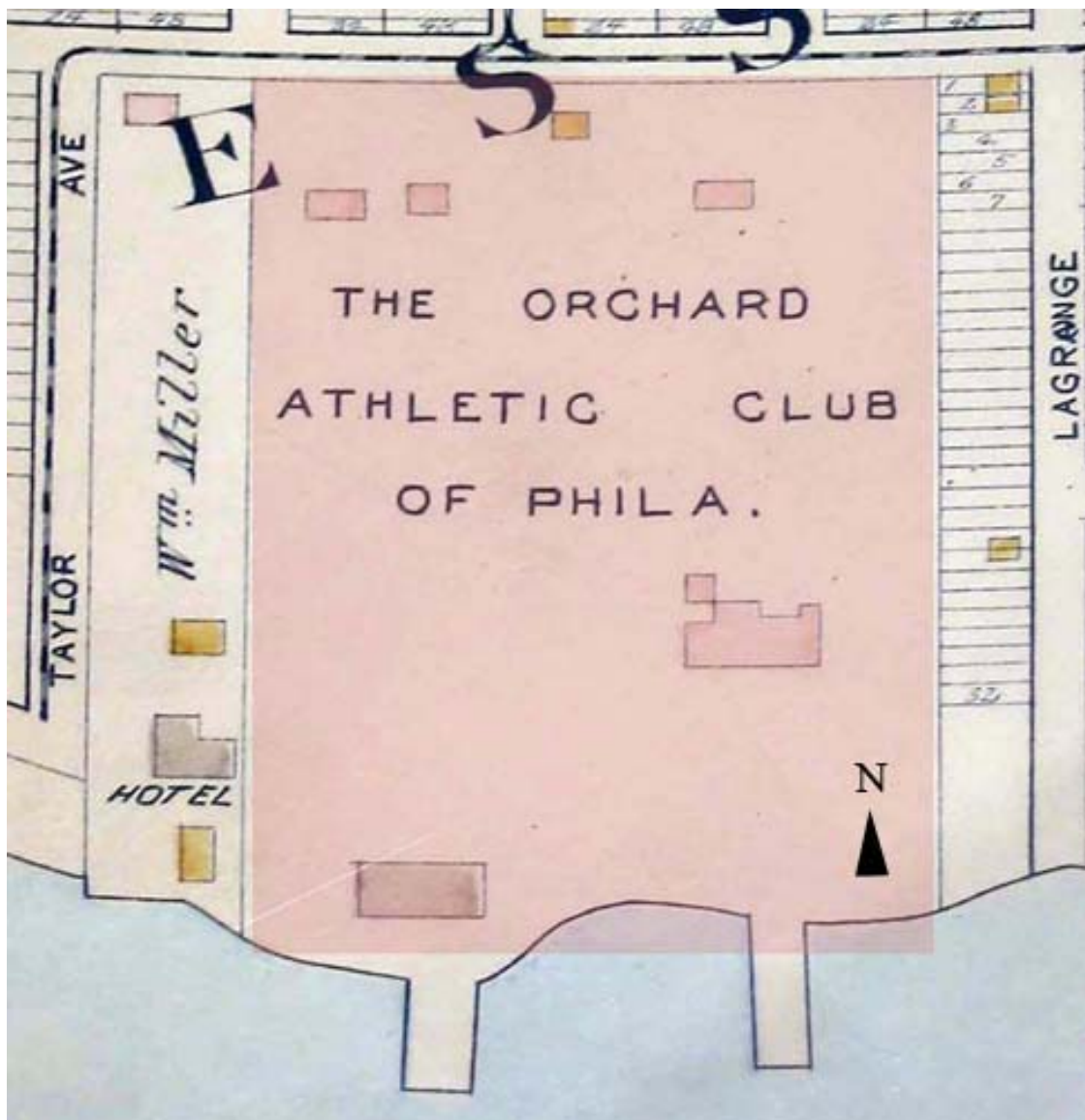


Figure 22: The Lazaretto and Government Property leased by the Athletic Club
Baist, Atlas of Delaware County, 1902
Free Library of Philadelphia

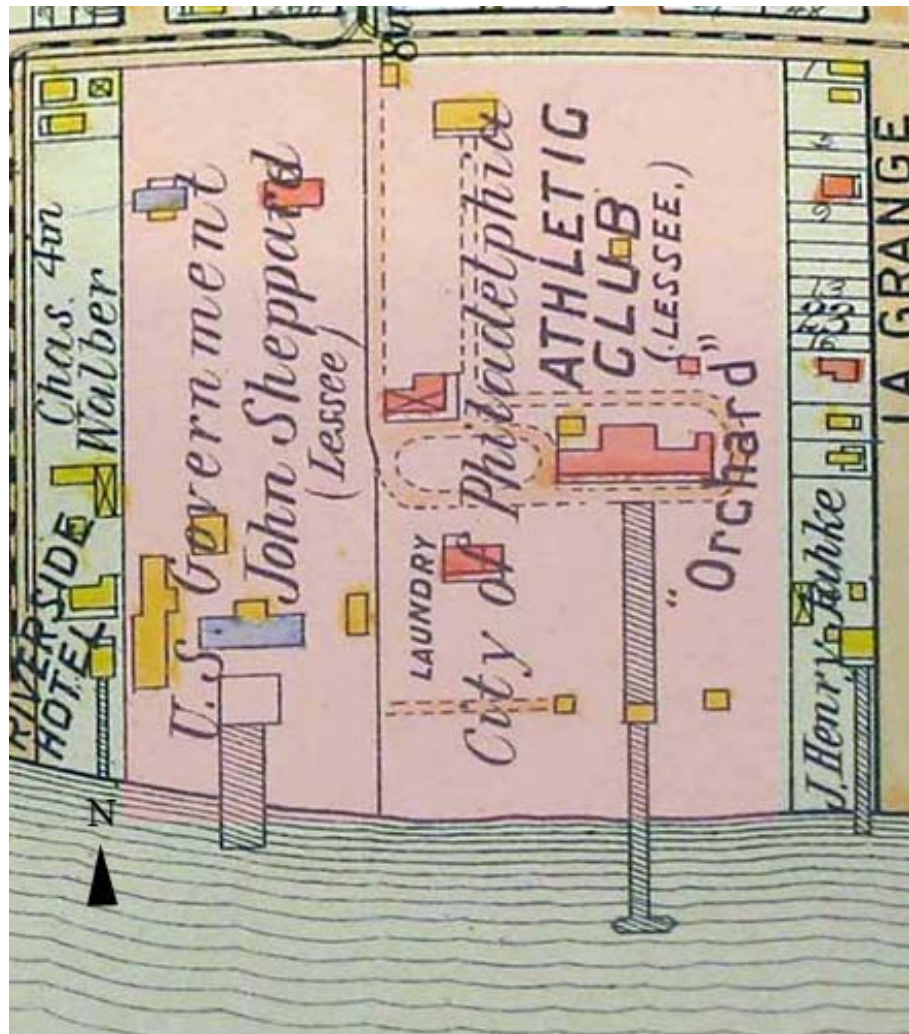


Figure 23: Map of the Lazaretto Property leased by the Orchard Club and the Government
 Property leased by John Sheppard
 A.H. Mueller, Atlas of Delaware County, 1909-10
 Free Library of Philadelphia

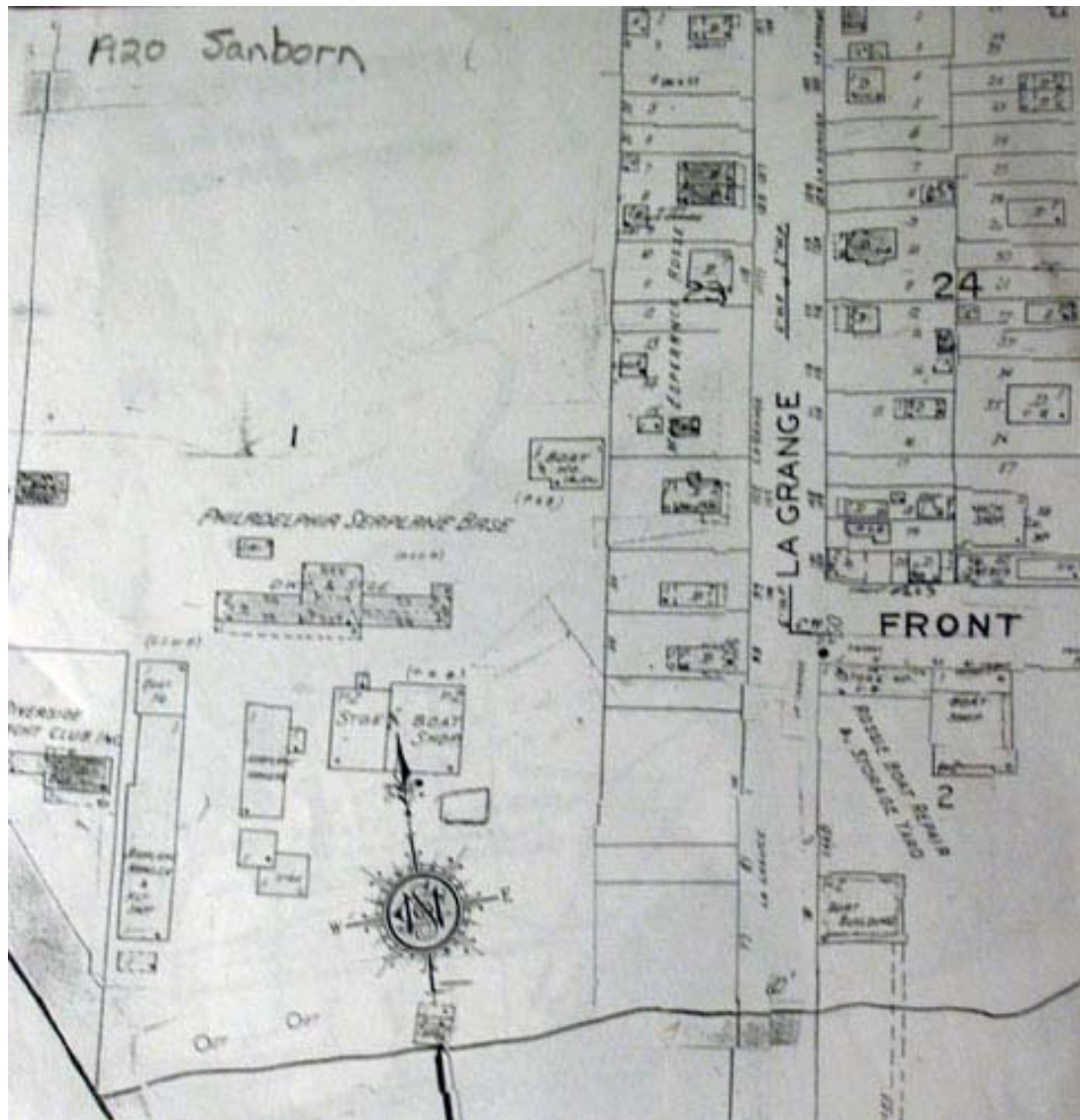


Figure 23: Map of the Lazaretto used as a seaplane base
 Sanborn, Atlas of Delaware County, 1920
 Free Library of Philadelphia

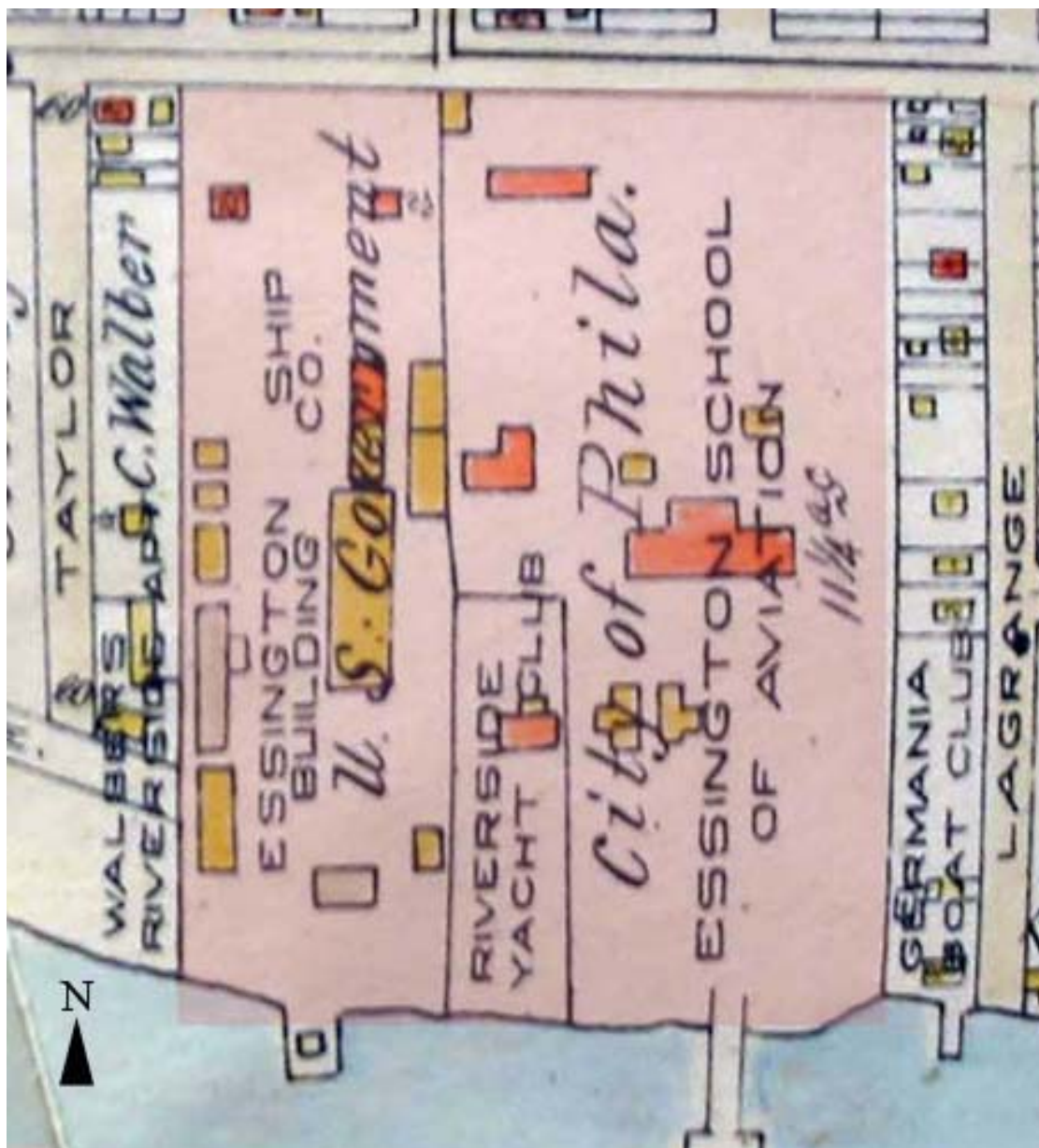


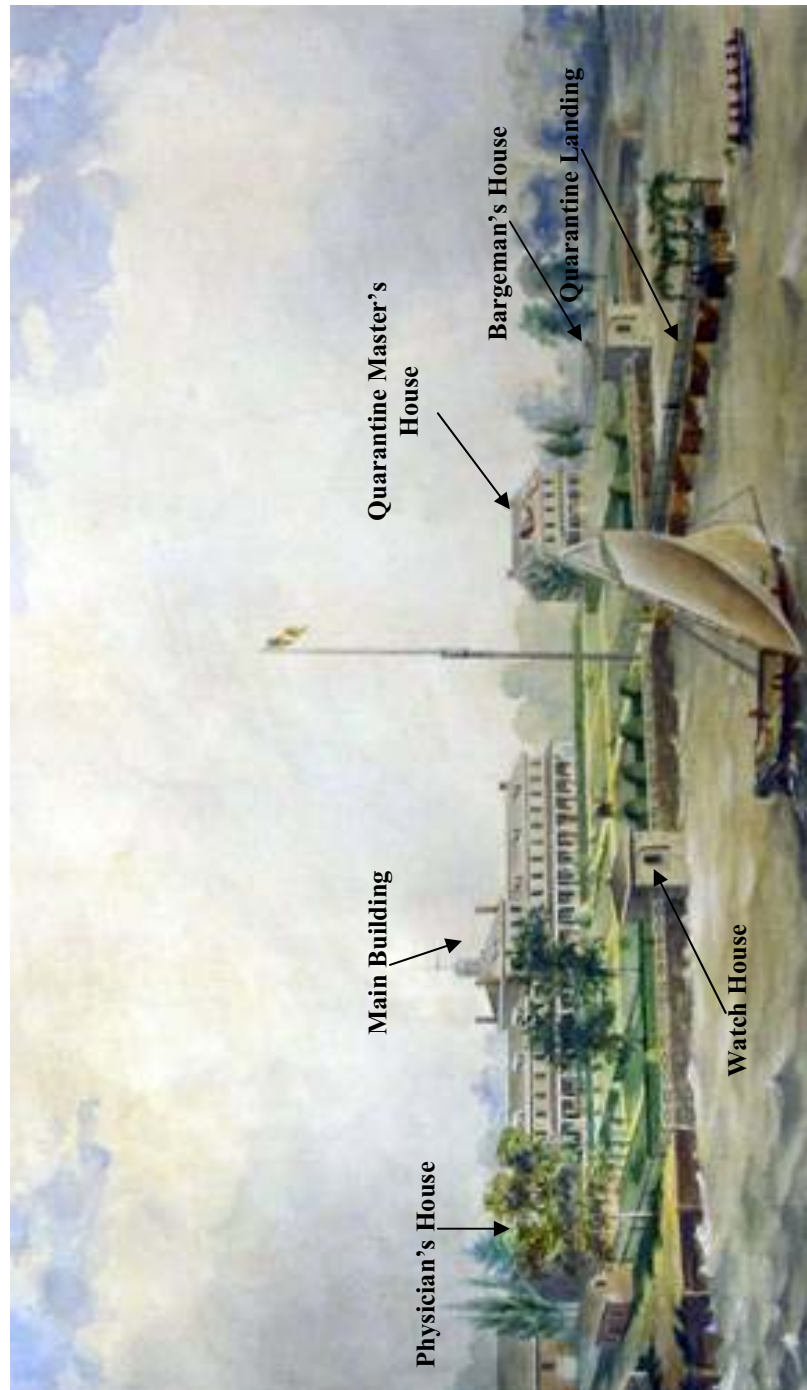
Figure 25: Frank H. M. Klinge, Atlas of Delaware County, 1929
Free Library of Philadelphia



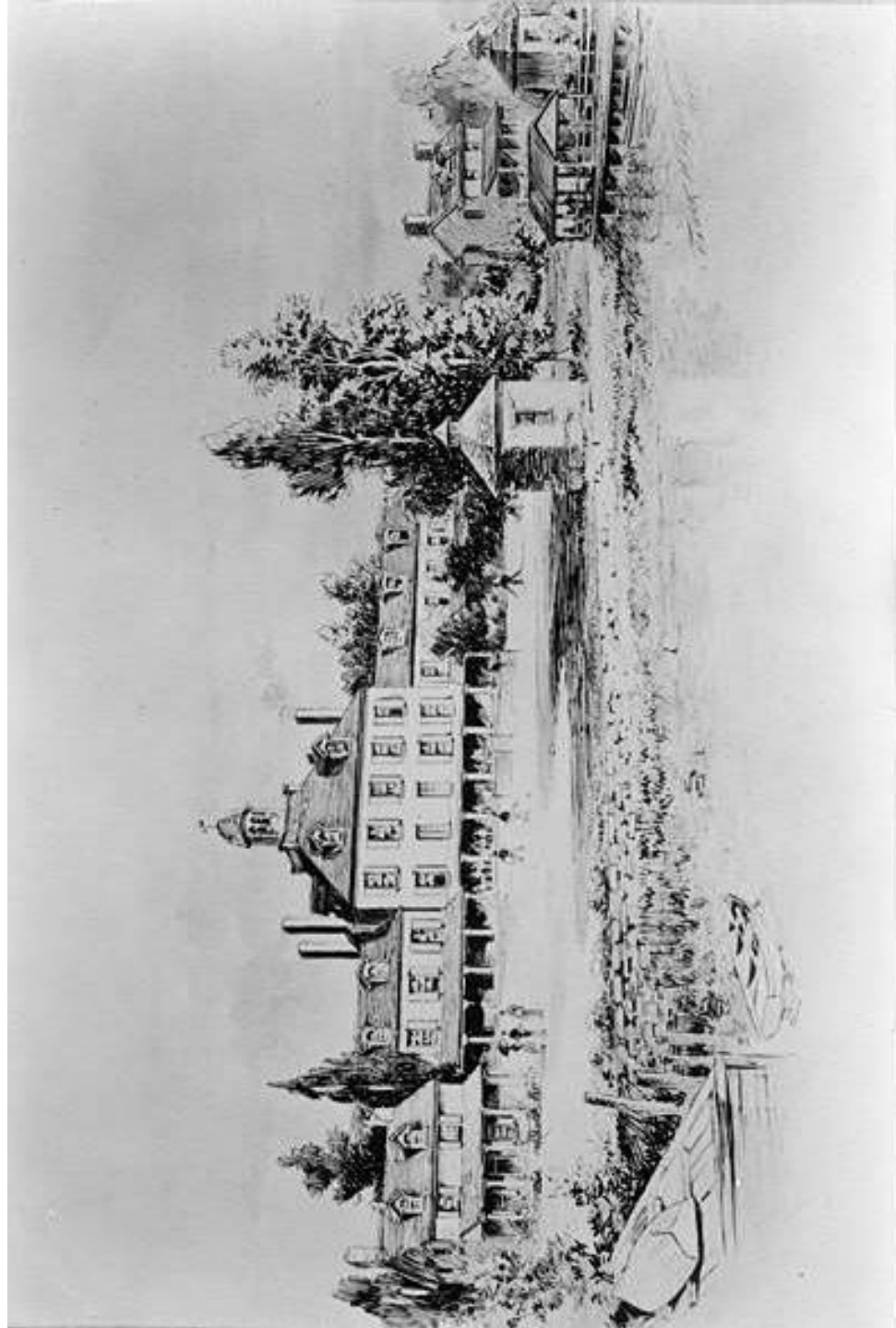
**Figure X: Map of Essington in Tinicum Township, Pennsylvania, circa 1950.
Franklin's Map of Southern Delaware County,
Free Library of Philadelphia**



**Figure 27: Watercolor by T.L. Cernea of the south side of the Lazaretto Property including the Quarantine Master's House, Main Building, Physician's House, Watch House, Bargeman's House, and Quarantine Landing, no date (1800?).
Atwater Kent Museum Archives**



**Figure 28: Watercolor by T.L. Cernea of the south side of the Lazaretto Property including the Quarantine Master's House, Main Building, Physician's House, Watch House, Bargeman's House, and Quarantine Landing, no date (1800?).
Atwater Kent Museum Archives**



**Figure 29: Rendering of the south side of the Lazaretto Property including the Physician's House, Main Building, Quarantine Master's House, Watch House, Bargeman's House, and Quarantine Landing by Frank H. Taylor, 1895.
Historic American Building Survey**

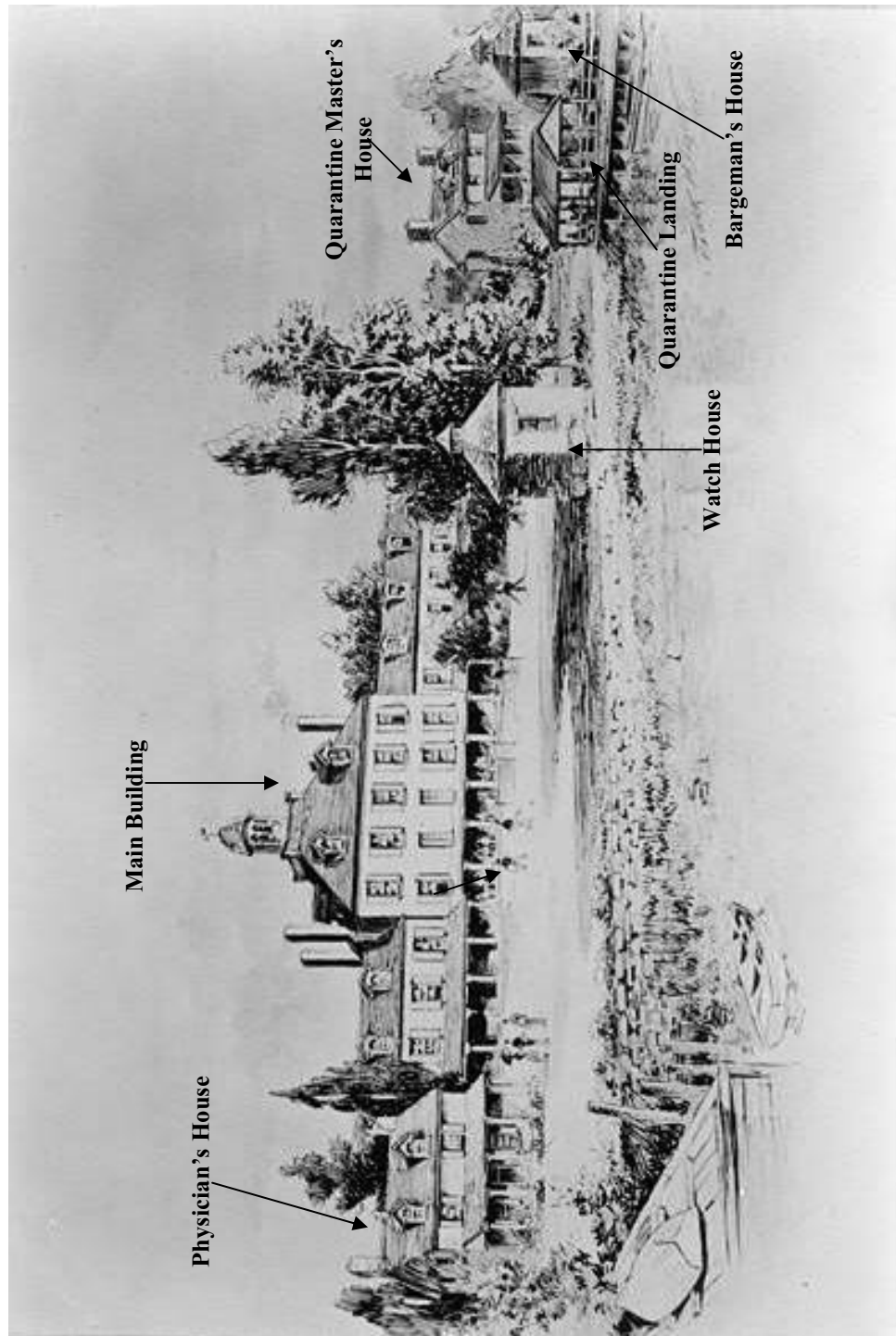
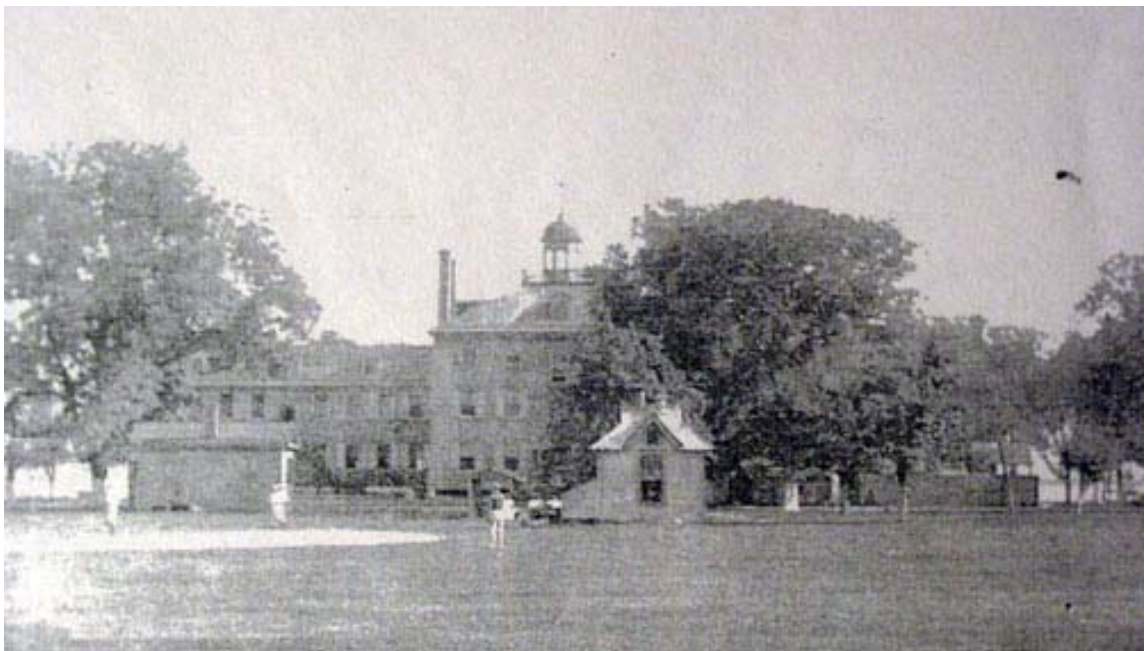


Figure 30: Rendering of the south side of the Lazaretto Property including the Physician's House, Main Building, Quarantine Master's House, Watch House, Bargeman's House, and Quarantine Landing by Frank H. Taylor, 1895. Historic American Building Survey



**Figure 31: Postcard of the Orchard Club, view of the north elevation of the Main Building, 1908
Tinicum Township Historic Society**



**Figure 32: Photograph of the Baseball Field on the North Lawn of the Lazaretto Property during its
use as the Orchard Club, circa 1910
Tinicum Township Historic Society**



**Figure 33: South façade of the Main Building and Arbors, pre-1936
Historic American Building Survey**



**Figure 34: South façade of the Main Building, Quarantine Landing, and Bargeman's House,
pre-1936
Historic American Building Survey**



**Figure 35: Southwest corner of the West Wing of the Main Building, Joseph P. Sims, 1936.
Historic American Building Survey**



**Figure 36: Southeast corner of the East Wing of the Main Building, Joseph P. Sims, 1936.
Historic American Building Survey**



**Figure 37: South elevation of the West Wing and Center Pavilion, May 1965.
Daily Times, Millville Army Airfield Museum Archives**



**Figure 38: North elevations of the East Wing and Center Pavilion, 2001.
Historic American Building Survey**



Figure 39: North elevation of the Main Building, April 2005.
Photograph by author.



**Figure 40: South elevation of Main Building, October, 2004.
Photograph by author.**



**Figure 41: South elevation of the Main Building looking west, October 2004.
Photograph by author.**



**Figure 42: Shutter Dog on the south façade of the Main Building, October 2004.
Photograph by author.**



**Figure 43: Colonnaded Porch on the south side of the Main Building looking west, October 2004.
Photograph by author.**



**Figure 44: East side of the cupola on top of the Main Building, October 2004.
Photograph by author.**



**Figure 45: Weathervane on the cupola of
the Main Building, October 2004.
Photograph by author.**



**Figure 46: Southeast chimney of the Main
Building, October 2004.
Photograph by author.**



**Figure 47: First Floor, Center Hall of the Center Pavilion, looking north, October 2004.
Photograph by author.**



**Figure 48: Center Room on the third floor of the Center Hall of the Center Pavilion, looking south,
October 2004.
Photograph by author.**



**Figure 49: Southeast room on the third floor in the Center Pavilion looking northeast, October 2004.
Photograph by author.**



**Figure 50: Southwest room on the second floor of the Center Pavilion looking northwest,
October 2004.
Photograph by author.**



**Figure 51: Fireplace in the northeast room of the first floor in the Main Building, October 2004.
Photograph by author.**



**Figure 52: Hearth stones and incised wood surrounds
of the fireplace in the northeast room of the first floor in the Main Building, October 2004.
Photograph by author.**

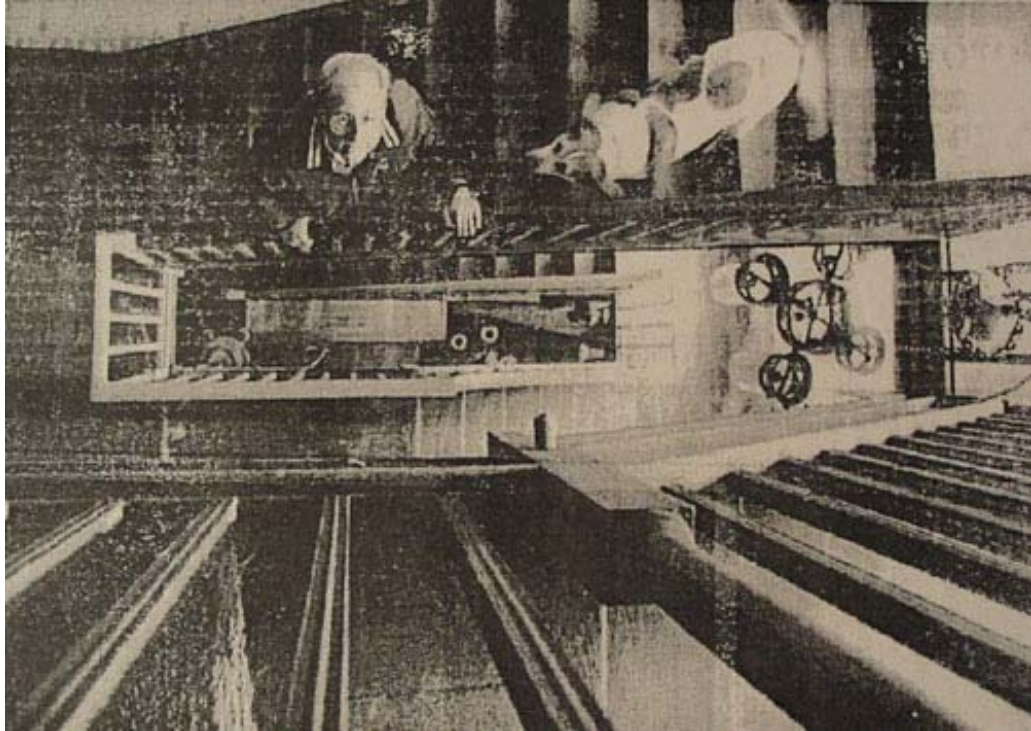


Figure 53: View of stairwell and gaslight fixture with Bob Mills Jr. in the Center Pavilion, March 1992.
Neighbors, Millville Army Airfield Museum Archives



Figure 54: View of Stairwell in Center Pavilion of the Main Building, October 2004.
Photograph by author.



**Figure 55: Cistern Platform in fourth floor of Center Pavilion, October 2004.
Photograph by author.**



**Figure 56: Stairway to Cupola from the fourth floor, October 2004.
Photograph by author.**



**Figure 57: Interior of a room on the second floor of the East Wing, October 2004.
Photograph by author.**



**Figure 58: Interior of a kitchen on the second floor of the East Wing of the Main Building, October 2004.
Photograph by author.**



**Figure 59: Interior of a the half-story in the East Wing of the Main Building, October 2004.
Photograph by author.**

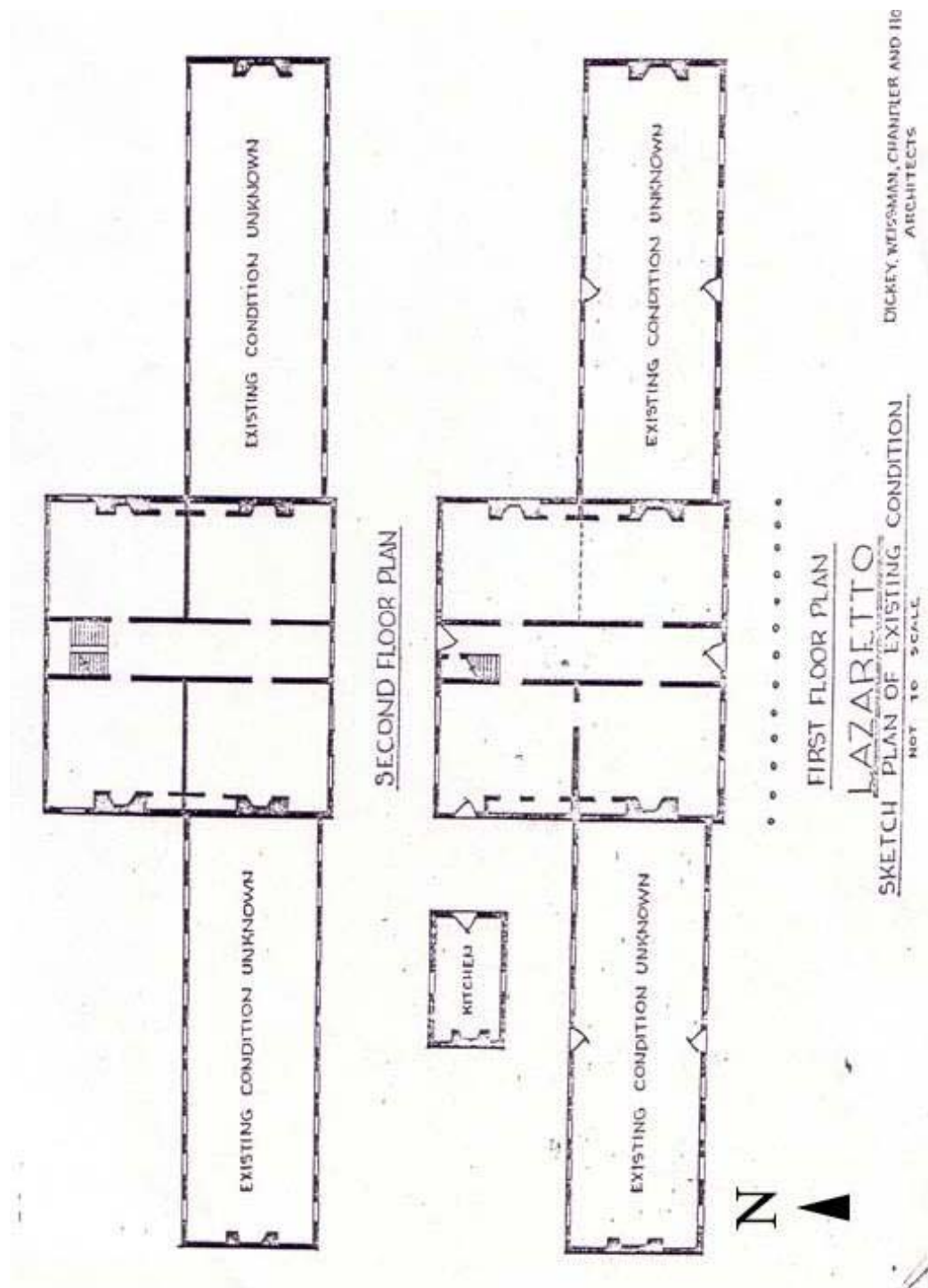


Figure 60: Plan of the first floor of the Main Building by architects Dickey Weissman, Chandler, and Holt, circa 1960.
Preservation Alliance for Greater Philadelphia



**Figure 61: Southwest corner of the Kitchen, October 2004.
Photograph by author.**



**Figure 62: North elevation of Kitchen, October 2004.
Photograph by author.**



Figure 63: South window on Kitchen, October 2004.
Photograph by author.



Figure 64: East elevation of Kitchen, October 2004.
Photograph by author.



**Figure 65: Southwest corner of the Bargeman's House, Joseph P. Sims, 1936
Historic American Building Survey**



Figure 66: Northeast corner of the Bargeman's House, October 2004
Photograph by author.



Figure 67: South façade of the Bargeman's House, October 2004
Photograph by author.



**Figure 68: Southeast corner of Corrugated Shed 1, October 2004.
Photograph by author.**



**Figure 69: West elevation of Corrugated Shed 1, April 2005.
Photograph by author.**



Figure 70: Corrugated Shed 2 looking southwest, October 2004.
Photograph by author.



Figure 71: North elevation of Corrugated Shed 2, April 2005.
Photograph by author.



**Figure 72: Northeast corner of Physician's House, October 2004.
Photograph by author.**



**Figure 73: North entrance and elevation of
Physician's House, today the Riverside
Yacht Club, October 2004.
Photograph by author.**



**Figure 74: South elevation and grounds of
Physician's House, today the Riverside
Yacht Club, no date.
Riverside Yacht Club**



**Figure 75: Southeast corner of the Stable, Joseph P. Sims, 1936
Historic American Building Survey**



**Figure 76: East elevation of the Stable, Joseph P. Sims, 1936.
Historic American Building Survey**

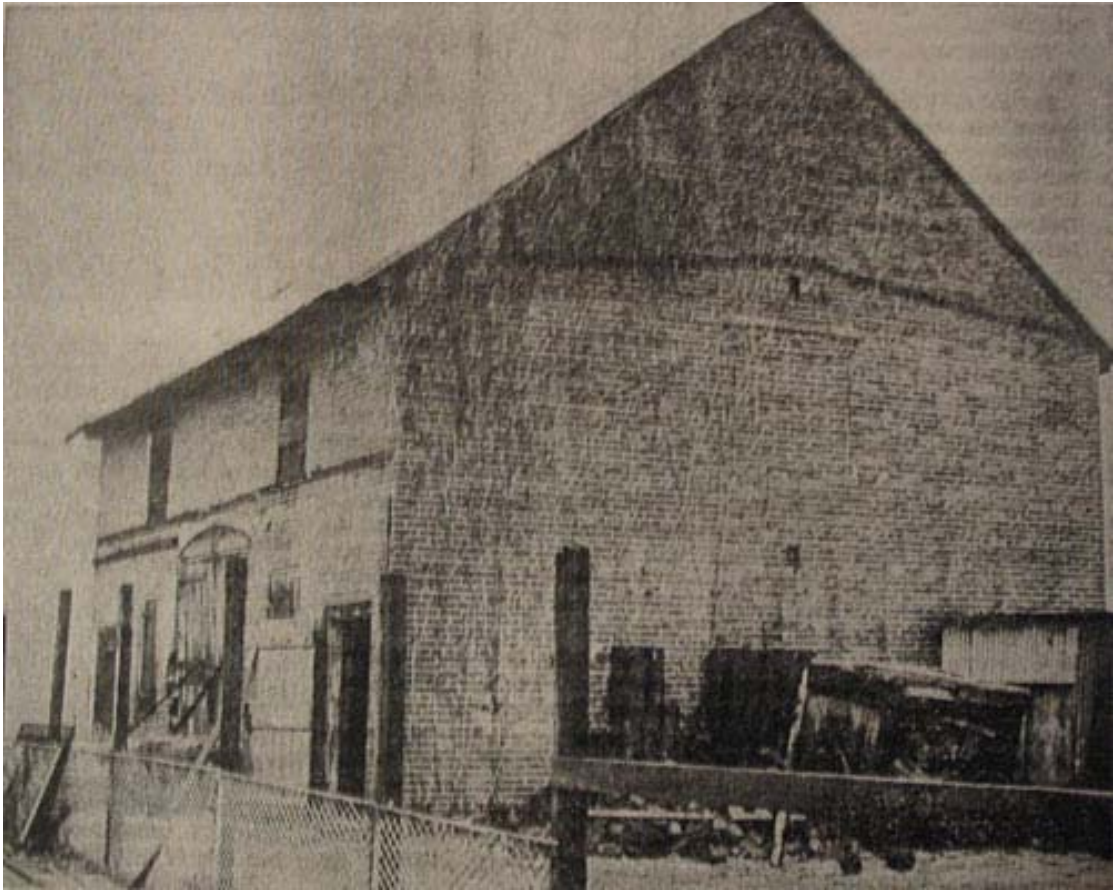


Figure 1965: Northwest corner of Stable, May 1965
Daily Times, Millville Army Airfield Museum Archives



Figure 78: North elevation of Stable , October, 2004
Photograph by author.



Figure 79: East elevation of Stable, October, 2004
Photograph by author.



**Figure 80: Interior of the Stable looking East, October 2004.
Photograph by author.**



**Figure 81: Balustrade in the Stable looking North, October 2004.
Photograph by author.**



**Figure 82: Detail of iron light fixture on north façade of Main Building, 2001
Historic American Building Survey**



**Figure 83: Iron Gate looking southwest,
April 2005.
Photograph by author.**



**Figure 84: Detail of Iron Gate looking
southwest, April 2005.
Photograph by author.**



**Figure 85: North Lawn of the Lazaretto Property looking northeast, April 2005.
Photograph by author.**



**Figure 86: Boats on the North Lawn of the Lazaretto Property looking East, April 2005.
Photograph by author.**



**Figure 87: View of the South Lawn of the Lazaretto Property, April 2005.
Photograph by author.**



**Figure 88: View from the cupola of the Main Building looking south to Little Tinicum Island and south lawn of the Lazaretto Property, October 2004.
Photograph by author.**



**Figure 89: Old Tree on the South Lawn of the Lazaretto Property looking southeast, April 2005.
Photograph by author.**



**Figure 90: Banks of the Delaware River on the Lazaretto Property, April 2005.
Photograph by author.**



**Figure 91: Old Sea Plane Launch into the Delaware River on the Lazaretto Property, October 2004.
Photograph by author.**



**Figure 92: Johan Printz, Governor of New Sweden 1642-1654,
Pennsylvania Historical and Museum Commission**

Figure 93: Plan of Property Adjacent to Printz-Lindbergh Park, Tinicum Township, Delaware County, Pennsylvania, Archaeological Investigation by Donald Cadzow, Anthropologist, Pennsylvania Historical Commission, 1930s.



**Figure 94: Painting of Saint Lazarus, no date.
Barnes Foundation**



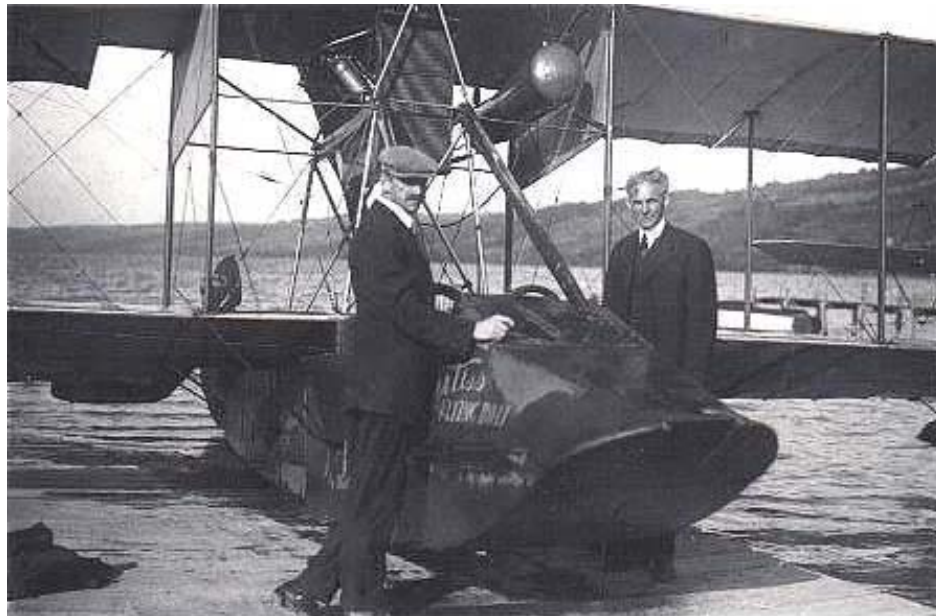
Figure 95: "The Quarantine Station," 1858
Harper's Weekly



Figure 96: Attack on the Quarantine Station at Staten Island, 1858
Harper's Weekly



Figure 97: Robert Edward Glenndinning, 1888
University of Pennsylvania Archives



Curtiss Flying Boat, Lake Keuka N.Y. 1913 ~ Glenn Curtiss and Henry Ford

Figure 98: Glenn Curtiss and Henry Ford standing by a Curtiss Flying Boat, 1913
Millville Army Airfield Museum Archives



Figure 99: Bob Mills, March 1989
Philadelphia Inquirer

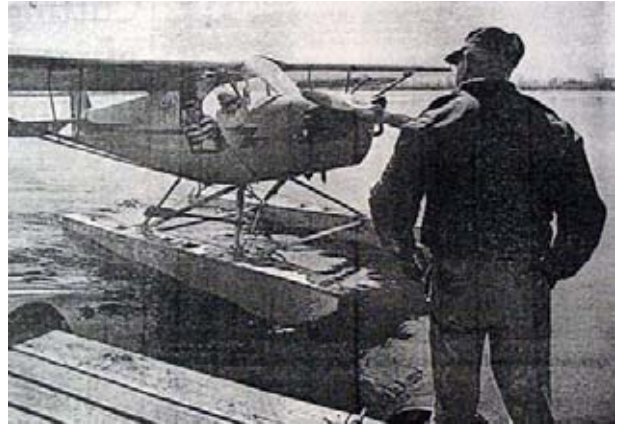


Figure 100: Bob Mills with his seaplane at the Lazaretto on the Delaware River, March 1989
Philadelphia Inquirer



Figure 101: Bob Mills on the Cupola of the Main Building at the Lazaretto, March 1992
Philadelphia Inquirer



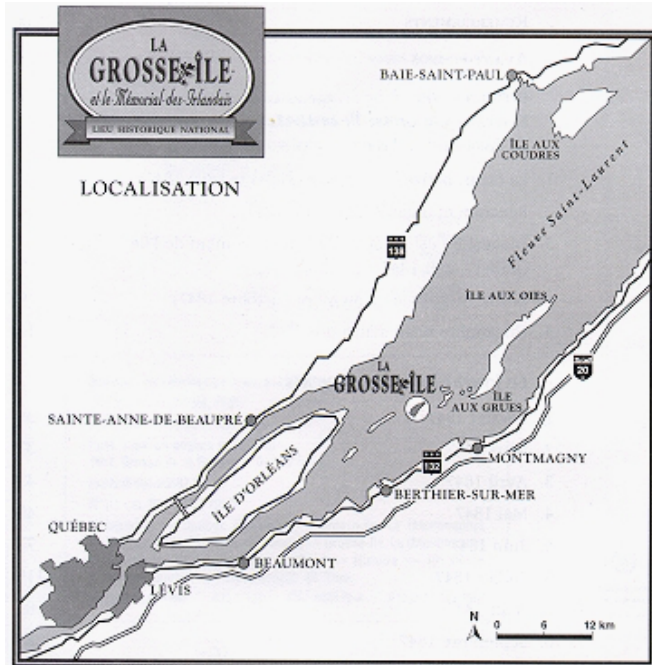
Figure 102: Bob Mills pulling a seaplane in front of the Main Building at the Lazaretto, March 1992
Philadelphia Inquirer



**Figure 103: Seaplane stored in Corrugated Shed 2, October 2004.
Photograph by author.**



**Figure 104: Millville Army Airfield Museum, March 2004.
Photograph by author.**



**Figure 105: Location of Grosse Ile,
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**Figure 106: Marine Hospital
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